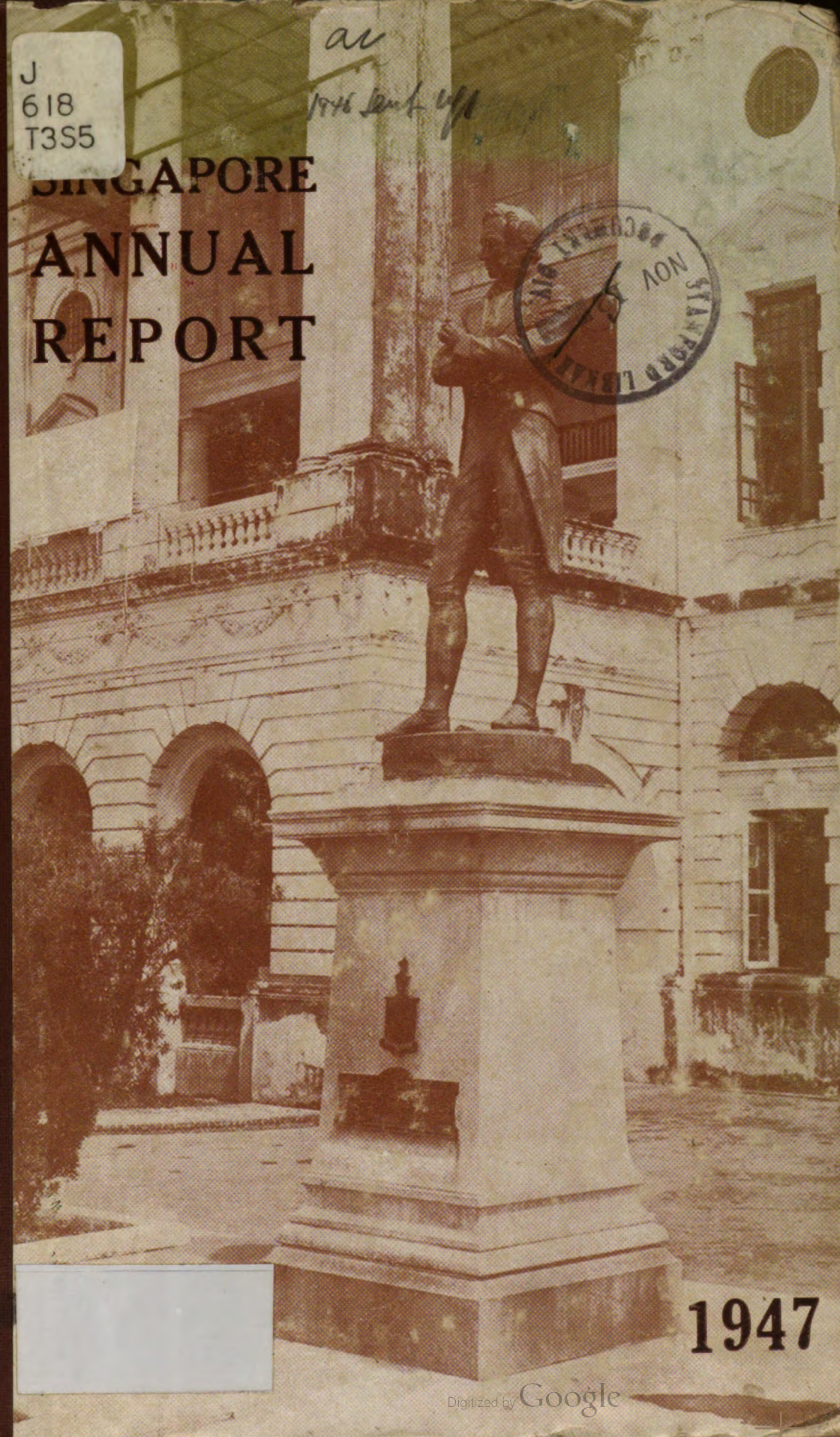
SINGAPORE ANNUAL REPORT



1947

Gt. Brit. Colonial office.

Annual

REPORT ON SINGAPORE FOR THE YEAR 1947

BY

P. A. B. McKERRON, C.M.G.
Colonial Secretary

Published by Authority

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[*From a tinted drawing by Patricia Morley*

CANTONESE WOMAN

The red head-dress (for which there is no special name in Chinese) was apparently first worn by Chao Yun, the mistress of the famous poet Su Tung Po, in the Fui Chiu (Hakka) district of Kwangtung Province. It became in the course of the years the traditional head-dress of the women of that district and was brought down to Malaya by them when they emigrated. It has slowly been adopted by Cantonese women doing rough labouring work in Singapore side by side with the Hakka women. Most of these Cantonese women are from Sam Sui district in the Kwangtung Province of China. When the expression "Sam Sui Po" (a woman from Sam Sui) is used, a picture of a woman dressed in blue coat and trousers and red head-dress will be conjured up in the mind of the average Cantonese.

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PART III

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PART I

GENERAL REVIEW OF THE YEAR

This general review of the year 1947 will most appropriately begin with a reference to the publication, in mid-November, of a report on the financial position of the Colony. In normal times such a report would excite little interest outside a limited circle, but the existing circumstances were extraordinary. Since the establishment of civil government in Singapore eighteen months previously, in fact for two years since the liberation, there had been no statement of the assets and liabilities of the Colony, and only the vaguest notions of what such a statement, when produced, would reveal. The lack of this information was not of course due to any oversight, but to the particular difficulties which had to be overcome before the evidence on which to found such a statement could be procured. Even now it has been necessary to accept a number of provisional figures for the purposes of this statement. It affords, however, a reasonably reliable guide to the financial position of Singapore as it would have been on the 1st January, 1942, and to what the position will be, assuming a certain division of the surplus funds of the Straits Settlements Government, at the end of 1948. That position, it can now safely be said, will be one of solvency.

Besides investigating the facts of the Colony's financial position, the Committee responsible for the report was also called upon to consider a number of matters arising out of them. They were asked to enquire into and report on the need for further revenue and, as a corollary, to examine the feasibility of further economies in administration. On these matters their Report, though of interest, contained little that was unexpected. It was generally agreed that more revenue was needed though there was some difference of opinion regarding the amount. Certain economies in administration were recommended, but these were of no great significance. Interest inevitably centred on the remaining terms of reference of the Committee, namely, if further revenue were required, whether it could be obtained from existing sources and, if it could not be so obtained, what adequate new sources of revenue were to be recommended. With regard to the former, the Committee was of the unanimous opinion that there was already a tendency for the revenue from existing sources to decrease. This finding cleared the way for a detailed examination of alternative sources, particularly income tax, from which the necessary revenue might be found. " This was," to quote from the Report, "as might be

expected, a source of revenue about which the Committee was divided although it was unanimously agreed that in principle the most equitable form of raising further revenue under normal conditions is income tax". The arguments for and against this tax, which are summarized in the Report, were repeated and amplified elsewhere, and the "income tax controversy", with which the year ended was not the least bitter of those recorded in the annals of Singapore. It is pleasant to be able to add that the controversy was conducted with great fairness, and that the decision to introduce this tax has nowhere been more loyally accepted than by those who had most consistently opposed it. The student of Singapore history will find this outcome to be in conformity with earlier traditions.

During the year further steps have been taken to realize the promise contained in the Order in Council of 1946 of a Legislative Council on which for the first time the people will be represented by their own elected spokesmen. As the Legislative Council Elections Ordinance, which was passed on the 3rd of July, 1947, and came into force on the 18th July, 1947, is of some historic interest, its contents will be briefly described. They derive mainly from the Ceylon (Parliamentary Elections) Order in Council, 1946, but other sources have also been used. As an instance of adaptation, the form of ballot paper with an extra column to allow the use of symbols was borrowed from Ceylon, and the printing of broad lines between the candidates' names follows Canadian practice. The Ordinance divides Singapore into four electoral districts; the Municipal Area has two double member constituencies, the Rural Area two single member constituencies. The Singapore Chamber of Commerce, the Chinese Chamber of Commerce and the Indian Chamber of Commerce each elects a representative. The Ordinance provides universal adult suffrage with no plural voting. The qualification for voting is possession of British citizenship, and one year's residence in the Colony immediately prior to polling day.

The electoral districts are sub-divided into polling districts and mukims, which correspond with the administrative sub-divisions of the Island. Registration lasted from 14th August to 26th September, during which period 22,387 persons had their names inscribed. No objections to any name on the list were lodged during the revision period, but a further seven names were added. Only the publication of the census figures, giving the population by birthplace, will show what proportion of the people who were eligible for registration actually applied for it. It is believed to be somewhere between twenty and twenty-five per cent. Having regard to the difficulties attendant upon the introduction of a system of franchise in a place where it has not existed before and the undoubted apathy of a large proportion of

EMPRESS PLACE

On the obelisk in the foreground the following words are inscribed "Erected by the European, Chinese and Native inhabitants of Singapore to commemorate the visit of the most noble Marquess of Dalhousie, Governor-General of British India, on which occasion he emphatically recognised the wisdom of liberating commerce from all restraints, under which enlightened policy this Settlement has rapidly attained its present rank among British possessions, and with which its future prosperity must ever be identified".

The Government offices are on the left, the Victoria Memorial Hall and Theatre is in the centre, and the Supreme Court is on the right; Fort Canning with the headquarters of the military garrison is in the background.

the public, the results are far from disappointing, and it will be surprising if, when future registrations come to be made, the numbers are not considerably increased. The first elections are due to take place on 20th March, 1948.

The Singapore Colony Order in Council 1946 did not prescribe that there shall be an unofficial majority in the future Legislative Council although it gave the Governor discretion to use his powers of nomination so as to establish such a majority. It was however announced by the Secretary of State for the Colonies on 14th May, 1947 that it was the intention to increase the number of nominated unofficial members from two to four and to fix the number of nominated official members at five. The effect of this is that the new Council will consist of the Governor, thirteen unofficial and nine official members and its composition will be as follows:—

Governor
Four *ex officio* members (officials)
Five nominated official members (officials)
Six popularly elected members (unofficials)
Three members elected by Chambers of Commerce (unofficials)
Nominated unofficial members not exceeding four (unofficials)

The election of members by Chambers of Commerce is an unusual though by no means unique arrangement, and it is one with which the inhabitants of Singapore are already to some extent familiar. Representation of these Chambers is given in recognition of the fact that Singapore is dependent not merely for its prosperity but for its very existence on trade, and that it is essential that there should be men at the head of affairs who will make it their business to watch the commercial interests of the port and who will keep Government fully and constantly informed of any developments which may endanger those interests. This is a very old tradition; it was Raffles himself who first gave the merchants a share in the legislature of the Colony.

A great deal has been said and written in the past few years regarding the commercial importance of Singapore and its probable future, and a little time may profitably be spent in considering what this future will be against the background of the political developments which have taken place since the liberation of South East Asia from the Japanese. It is well known that during the nineteenth century Singapore was the focal point for British trade with China, Siam, the East Indies, and Indo China, and it was within this port that much of the produce and goods exported from these countries was graded, processed, packed and exported for foreign markets. These goods were earned chiefly by bartering manufactured articles from Europe and India. Singapore was essentially a centre of exchange

and her wealth accrued from a system of free trade and from her exceptionally favourable geographical situation.

During the latter years of the nineteenth and the earlier years of the present century there was a great increase in the trade between Europe and the Far East, but a contraction in the proportion of it handled by Singapore. This loss was however more than recouped by the expansion of trade with the Malay Peninsula, particularly in rubber and tin. At the same time there arose, almost unnoticed, a nucleus of secondary industries. Most of these were complementary to the entrepot trade of Singapore or to the needs of raw material production in the Malay Peninsula, but some were of purely local origin, such as might be expected to arise from the favourable conditions offered by a great port, with a large population, standing at the junction of a number of trade routes. It is to this type of industrial expansion, rather than to the traditional activities of entrepot trade or processing industries, that the following remarks particularly apply.

There are to-day signs of a new and promising future for Singapore's industrial output in the markets of neighbouring Asian countries. The prerequisites of successful industrial expansion are here. By virtue of being favourably situated on the trade routes of the world, local manufacturers can carry lower stocks of raw materials imported from abroad, thereby locking up less capital and enabling the replacement of stocks and plant with the minimum of delay. The political stability of Singapore is in marked contrast with many other territories in Asia. Supplies of water and electric power are available at relatively cheap rates and the Singapore Municipality is engaged on schemes which will result in very large increases in the availability of both these services. The Singapore Improvement Trust has prudently reserved extensive areas suitable for the building of factories and these are being taken up as fast as the essential services such as water supplies and approach roads can be provided. There are no signs of any shortage of local capital. The port facilities afforded by the Harbour Board, which suffered so severely from war damage, have already been substantially restored.

In these circumstances Singapore may expect to see, in the near future, a considerable increase in the quantity and in the range of goods of local manufacture, and must adapt itself to the notion that industrial activity of this kind is likely to play a much more important part in the local economy. The development is one to be welcomed, since a many sided economy is always to be preferred to a simple one, on the grounds that it is less vulnerable to depression from economic or other causes. Also it is almost axiomatic that modern industry, if it does not automatically provide it, at least paves the way for an improvement in the general standard of living. It should not, however,

be assumed that this desirable result will be attained without effort or preparation, and therefore it is necessary to stress several matters important both to the vitality of Singapore in general, and to the prosperity of these new industries in particular.

One essential is that a sane and rational attitude should be maintained towards wages. It has to be borne in mind that if the labourer is worthy of his hire it is equally true that the labour he produces must be worth the hirer's while. The world is at the moment engaged in the usual post-war transition from a seller's to a buyer's market and there are no more obvious grounds on which a buyer is likely to discriminate between one article and another than those of price. From a detached viewpoint, one cannot but be impressed by the fact that at the time of the liberation Singapore found itself in a relatively fortunate position. The population had suffered much and was hungry and in rags, but the greater part of it, including those who were responsible for re-opening Singapore's commercial connections with the outside world, was still there. Except for the premises of the Harbour Board, there was no wholesale destruction in Singapore as in some parts of South East Asia. Lastly but not of least importance local politics, though not to be described as dull, have not been such as seriously to impede the efforts of the community in working towards its own rehabilitation, as has happened in neighbouring countries which would in normal circumstances have been its commercial rivals. These advantages will, of course, diminish or disappear in the process of time and Singapore must then be prepared for very much keener competition than it has had to meet in the immediate past. This is an obvious fact but one which nevertheless deserves mention because, during the past year, there have been instances where insistence on a high rate of wages has been continued until an industry has no longer been able to compete with parallel industries being carried on elsewhere. From the short term point of view it does not matter so long as the labour finds other employment. From a long term point of view it is dangerous for trade, and disastrous for industry, and in the end the whole community suffers.

Certain general principles which must govern the wages policy of Malaya are propounded with clarity in an Interim Report on Wages prepared by the Joint Wages Commission and laid before Advisory Council at the end of July. Anyone in search of a balanced statement of the fundamental economic position of the Colony of Singapore in regard to wages could not do better than turn to its pages, many of which contain material equally relevant to any consideration of salaries. There is no room to quote its contents here, except for one sentence:—

"A pound of rubber in 1947 will buy less than a fifth of the

rice, a quarter of the flour, a half of the milk, a fifth of the sugar or a sixth of the textiles it bought before the war".

In other words, there has been a general drop in the standard of living, compared to pre-war, owing to the unfavourable world value of Malaya's main export in relation to the world value of its main imports. Singapore has not however experienced this drop in standards to the extent that the statement quoted above would suggest, for the reason that it is sheltered to some extent by its entrepot trade, its industries and, during 1947, by the big flow into the Colony of capital spent on rehabilitation purposes.

Nevertheless its economic situation is still very much less favourable than it was pre-war, and however radical a redistribution of the Colony's resources may be made—whether by the granting of higher wages, or as a result of income tax—the effect is merely to spread out the existing resources more equitably or, at least, evenly. Such redistribution is, as the Interim Report points out, plainly desirable, and the forecast that it will be carried further can scarcely be disputed. But the political issue must not obscure the main economic issue which is now, as it has always been, to increase the productive capacity of the country so that there will be more to share.

With the fundamental exception of rice there has been a gradual improvement in the quality and amount of supplies, including foodstuffs, throughout the year. Textiles, although expensive for wage earners, were available in quantity and variety. It was found possible, in February of this year, to increase the basic rice ration by half a katty, but this increase could not be sustained, and from May onwards the ration was on its former scale of 2¼ katties for men, 1½ katties for women, and ¾ of a katty weekly for children. This was not nearly enough (before the war the average adult consumption was about ¾ of a katty daily), and apart from the nutritional aspect the control that was necessary led inevitably to black market operations; and these in turn introduced an unknown factor into wage calculations which although to be deplored could not possibly be disregarded. Stability will not be achieved until the staple food of South East Asia is once more in free supply. That time is still a long way off, and the employer who wishes to lower his costs of production must now seek to do so not by engaging cheap labour but by improving the labourer's efficiency and by studying means of increasing mechanization.

A further condition which favours the growth of industries is the existence of a satisfactory relationship between employers and employed, and Government can do much to prepare the way for, even if it cannot bring about such relationship, through the creation of one or more forms of organization which bring the two parties into

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THE "QUAY TEOW" MAN

During the Japanese occupation an enormous business in road-side marketing grew up. From the point of view of the authorities these stalls are a serious nuisance; they obstruct the traffic along the streets and sidewalks, they make proper street cleaning impossible and they are a centre of "black market" operations. By degrees, this nuisance is being eliminated.

contact with each other. The most obvious method of achieving this is through trade unions, the number of which now registered exceeds 150. Some of these are still in an embryonic state, and stand greatly in need of advice and encouragement before they can be considered effective instruments to represent their members' case. It will continue to be the policy of Government to do everything possible to strengthen these organizations of workmen, and to promote similar associations of employers. What the trade union movement needs more than anything else at present is leaders with training and experience, and it is hoped that during 1948 it will be possible to send two suitable men to the United Kingdom to acquire this training.

The subject of the relationship between employers and employed is sufficiently important to justify the mention of certain other measures that have been taken. One of these was the formation of a Labour Advisory Board, the function of which is to consider problems of labour and to try to get general agreement about the manner in which such problems should be approached. There is reason to be satisfied with the progress already made by this Board, which is a tripartite one consisting of equal numbers of representatives from Government, employers, and workmen, and which will shortly be enlarged. The work of the Board receives little publicity but this is perhaps an advantage as it is thereby enabled to discuss in a calm atmosphere a number of matters on which, if debated in the public arena, it would be very much more difficult to obtain agreement. The value of these discussions will become more apparent as time goes by. A passing reference may also be made to the extension of powers given to the Commissioner for Labour to enquire into and determine civil suits involving Indian as well as Chinese labourers, to the revision of the Labour Code and Trade Union Ordinance which is now in hand, and to the participation, for the first time in its history, of a tripartite delegation from this Colony in an International Labour Office conference at New Delhi. All of these are indicative of the importance attached to the improvement of the position of the labouring classes in this Colony and to the education of their leaders to participate more fully in schemes for its development.

There is no lack of such schemes, and it will be appropriate, at this point, to state briefly what the present position is with regard to the health, education and other social services in Singapore and what are the improvements which are planned for the future. Unless there are hospitals for the sick, schools for the children, homes for the homeless, and relief for the destitute, any apparent improvement in the conditions of labour in this Colony obtained as a result of the measures detailed above will be largely illusory.

Regarding medical services the position is that, owing to the difficulties of recruiting staff at the salaries now being offered, doctors,

nurses and departmental employees are at present far fewer in number than what is required. The effect of this on the hospitals has been to reduce the number of beds for the more urgent acute cases from 1,600 to approximately 1,000 though to this figure must be added some 350 beds reserved for tubercular cases. Notwithstanding this decrease, the number of in-patients treated during 1947 was in excess of those treated before the war, and the number of out-patients very far in excess—results which have been achieved in part by re-organization of the entire hospital system, in part by ruthlessly decreasing the period of hospital convalescence, but mainly by the devotion to duty of all ranks and branches of the medical staff.

The actual number of general beds, 1,000, has to be compared with the figure of 4,000 which, according to a conservative estimate, is what would be required if the facilities provided in Singapore were to be based on European and Dominion standards. In the meanwhile the population has increased and is increasing. Much the same situation prevails in respect to the medical services of a specialized nature, dentistry, sanitary and anti-malarial control, maternity and child welfare, tuberculosis and the like. This is a very deplorable state of affairs, and it is clear that these services must have a first call on any additional funds which it may be found possible to provide from new sources of revenue.

Both the medical and the education departments have produced plans for developments during the next ten years provided the finances of the Colony permit. But even within the limits of existing resources, the educational progress made during the past year has been remarkable. The Services have given first priority to the de-requisitioning of the school buildings which remained in their possession at the beginning of the year with the result that by the end of it, 'doubling-up' of two schools in one building had practically ceased to be necessary. Some schools which were bombed or blown up will have to be rebuilt. These facts provide the background to the figures which follow. The pupils in Government and aided English schools in 1947 numbered some 20,000, which is 2,000 more than the highest total ever recorded in pre-war years. The pupils in registered vernacular schools numbered 70,000, and to this total of 90,000 must be added some thousands of pupils in vernacular schools which had not yet qualified for registration, or in private English schools. From these figures it may fairly be deduced that a very large proportion of the boys, and a somewhat less high proportion of the girls in the total population were receiving elementary education. The quality of this education varies immensely between different categories of schools. The number of Chinese schools receiving grants in aid from Government funds was 46, compared with 36 in the previous year; these schools account for approximately two-thirds of the Chinese school-going

population. In this connection it may be mentioned that financial provision has been made for the year 1948 to assist poor children in Indian and Chinese vernacular schools. An amount sufficient to pay fees for five per cent of the children enrolled will be granted to such schools to cover the fees for necessitous children. It is also intended to make capital grants to Indian schools in certain cases. An inspection officer for Indian schools has been appointed for the first time in the history of Singapore.

Another new development is the institution of classes for the training of teachers in Chinese and Indian vernacular schools. These are distinct from the five classes for teachers in English schools. Some 200 persons are receiving training and it is hoped to double that number next year. The next step will be to replace the present system of part-time training by a college where teachers from all types of schools will be able to attend a proper course. Plans for such a college which is dependent on financial and other considerations are already well advanced.

A Commission on Higher Education appointed by the Secretary of State, under the chairmanship of Sir Alexander Carr-Saunders, arrived in Singapore on the 26th of March and remained in Malaya until the 30th of April. The Commission was charged with the task of making recommendations on the development of university education in Malaya and in the course of its enquiries visited the more important centres in the country, received written statements from individuals and communities and also heard views verbally expressed before it. The report of the Commission had not been published by the end of the year.

Discussions on the medical plan to which reference was made above have mainly, and perhaps not inappropriately centred round the problem of tuberculosis which is an outward manifestation of an internal condition of the utmost gravity. This is a slum condition which has been greatly aggravated as a result of the war. The population of the settlement of Singapore in 1931 was a little over half a million, to-day, sixteen years later, it is a little under a million, most of whom are crowded into the centre of the city. Many of them live in airless cubicles into which the light of day never penetrates; in some of them there is not even room for all the occupants to lie down. It is in such conditions that the rising generation in this city has been born and bred.

In May, 1947 a committee was appointed, under the chairmanship of the Commissioner of Lands, to report on this matter. Its principal purpose was to reconsider a programme drawn up by a previous committee in 1938, whose recommendations were approved by the then Legislative Council but could not be carried out on account of the war. Very briefly this Committee reports that the Singapore

Improvement Trust (which is predominantly financed by Government) will, at a cost of approximately eight and three quarter million dollars have built, between the liberation and the end of 1948, 147 shops, 648 flats and 870 houses. An item of five million dollars has been placed in the 1948 Estimates for the completion of this scheme. Next, the Committee recommends a programme, to extend over the years 1948–1950 to provide accommodation for from thirty to forty thousand people at a cost of between thirty and forty million dollars.

This, unfortunately, is not the whole story. The areas which would be cleared under this scheme are some of the most densely populated in the city, and it will be quite impossible to rehouse all their inhabitants on the same site. The programme therefore provides for moving a proportion of them to vacant sites not too far distant. By 1950, however, the available sites will all have been used up, and the programme will be brought to a standstill before even a quarter of the population living in over-crowded conditions—estimated to number about 250,000—have been dealt with. It is clear, therefore, that much more drastic methods will be necessary requiring legislative powers such as those granted to the authorities in the United Kingdom under the Town and Country Planning and other Acts, so that industrial concentration in the heart of the city may be restricted, and places where people can work, with homes in which they can live, may be erected in other less congested areas of the Island. It may be anticipated that this problem, which is already very much to the fore, will by reason of its urgency, its complexity and its financial implications, take precedence over all problems in the fairly near future. The next generation must not be allowed to reproach the present generation for its lack of sympathy and foresight.

The detailed report covering the census taken on 1st October, 1947, will not be available until some time during 1948. The complete details will be particularly valuable on this occasion as they are to be accompanied, in Singapore, by a social survey organized by the Social Welfare Department, which it is hoped will furnish a general picture of the conditions of life as the ordinary inhabitant finds them these days. Government, like any other large organization, needs research facilities to ensure that it is not wasting its money and efforts by providing services of the wrong type. It is very likely that a skeleton organization to conduct enquiries of this kind may need to be retained permanently though it is hoped that most of the field work will continue to be done by volunteer assistants. For example it is vital that the Singapore Improvement Trust should know, when it plans a new settlement, how far the people who are to live in it are tied, by reason of their employment or other causes, to one part of the town or another. Again, Government may want to know the

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extent to which the local populace has come to appreciate flour as a substitute for rice. The number of examples can be multiplied.

The Social Welfare Department has undertaken a number of new responsibilities, all of which are fulfilling very urgent needs. No one who has seriously pondered the social problem of Singapore can subscribe to the view that because this Department is a new one, it is a luxury which can be dispensed with till better times. On the contrary, it is partly because the times are out of joint that a Welfare Department has such important functions. For example, there is the Children's Feeding Scheme, which in 1947 daily provided food for some 5,000 children between the ages of two and six who, without such assistance, would have received less than the minimum diet and grown up to swell the numbers of a C3 population. From this naturally grew the Children's Clubs intended for the elder brothers and sisters, in which an attempt is made to amplify the benefits of free feeding by providing facilities for education, recreation and personal cleanliness for children for whom there are at present no schools.

In such schemes emergency and permanent functions are interwoven. The emphasis during 1947 however moved, as it should, from the former to the latter. Thus arrangements for the radical reformation of character were evolved or initiated during the year by measures such as the establishment of a Juvenile Probation organization, an Approved School at Bukit Timah, and a Girls' Homecraft Centre at Queen Street. Sometimes even more can be claimed: for example, the experimental Boys' Holiday Camp at Pulau Sudong can only be regarded as an experiment in the formation, not merely the reformation, of character.

On the other hand, Government has no intention of competing with existing philanthropic bodies, but only of supplementing them where necessary. Private initiative could in theory, but does not in practice, provide all that is needed in this direction, and therefore the working machinery of the Welfare Department has been so planned as to facilitate joint endeavours, its council being composed of the representatives of a number of religious bodies, welfare organizations, and members of other Government departments with functions analogous to "welfare". This Council receives a monthly summary of progress, and co-ordinates the various welfare schemes run under public or private auspices so that there is no duplication. It also acts in an advisory capacity to Government.

Before this necessarily incomplete summary of some of the events of the year under review is concluded, reference must be made briefly to the general state of law and order in the Colony during that period. There has been a considerable decrease in the incidence of crime since the beginning of the year and this, coupled with the strong probability that a much larger percentage of the crimes committed is being

reported now than previously, is distinctly encouraging. There are a number of factors which have contributed to this result. First and foremost a new Police Pay Code was introduced and brought into effect from the beginning of 1947. Although this has not entirely solved the recruiting difficulty, which is very closely connected with the problem of accommodation, it has meant that the Colony now has a police force which is a good deal more contented than it was a year ago, and one from which a high standard of efficiency can be demanded. This is an important result of improved conditions of service, the implications of which in regard to the public service generally are worthy of consideration. Secondly the storm centre, as one might call it, of major crime, located in the Harbour Board area, has now been virtually eliminated. At the end of 1946 a serious state of affairs existed in this area. Looting was well organized, and on an intensive scale. The Harbour Board area is difficult to patrol, and the numbers of the police who could be spared for the purpose were entirely inadequate. It was therefore decided to recruit a special Auxiliary Police Force, a short-service body of men to guard the Harbour Board premises until such time as the physical aids to the detection and prevention of crime—lighting, fencing, road surfacing, etc.—could be properly renewed, and the recruiting and training of the regular police somewhat further advanced. The terms were found attractive, and the force, which is largely composed of ex-servicemen, was rapidly brought up to strength, with the result that in December there were only 81 cases of looting reported, compared to 406 cases in January. Thirdly, experience has proved the wisdom of the decision made quite soon after the liberation, to supply the Singapore Police Force with all the resources of speed and ease of communications that modern science can offer them. This decision has only been partially implemented; the police are still compelled to use a number of vehicles which are anything but speedy, and ease of operation is certainly not the foremost quality of the odds and ends of radio equipment installed in them. Nevertheless the success which has attended even these restricted operations has fully convinced the Commissioner of Police that he is working on the right lines. It has therefore been decided that this side of police work is to be greatly expanded.

The course of the law does not, however, end with the apprehension of the criminal. It is still necessary that he should be tried in a court, and if found guilty, convicted and sentenced to punishment of an appropriate kind. The altogether exceptional number of cases which the police have had to handle has resulted in serious congestion in the District and Police Courts. In August, 1947 there were about three thousand cases awaiting trial and little or no headway was being made with arrears. The average time (excluding

those cases in which the accused pleaded guilty) between the date when a person was first charged and the date when he was actually tried was between five and six months. To relieve this congestion five new courts are being provided. This is no simple matter; temporary court buildings have to be erected and extra staff engaged, and the finding of the staff has presented a very considerable problem. It has, however, been tackled with the energy that it deserved, and two of the new courts were ready for use before the end of the year.

There was also serious congestion in the Outram Road Prison, particularly in the remand section where conditions for a time were far from satisfactory. An immediate improvement took place when Changi Gaol was de-requisitioned from military use on 15th October, 1947, and it became possible to transfer the long term prisoners to it.

In an annual report of this kind it is inevitably rather difficult not to stress the problems with which the Government of the Colony has been concerned, and to treat somewhat cursorily or even to omit all reference to other matters, of equal importance perhaps, with which Government has had relatively little to do. It is clear that, even in these days of currency regulation, import and export control, and Government trading in certain commodities, the majority of the operations of industry and commerce are carried out with very little reference to Government; the function of Government, rightly construed, is to facilitate these operations to the maximum extent possible, and not to regulate them for the sake of regulation. What this means in practice has been explained in an earlier paragraph dealing with the establishment of new industries in Singapore; the object of referring to the matter again here is to illustrate the point that a truly comprehensive report on Singapore during the year 1947 would have reference to a number of activities which are not described or even mentioned in these pages, but are not to be regarded as of any less importance on that account. This is one obvious omission, and one that the reader familiar with the background of Singapore can fill in for himself. The same is true of what may be loosely called the social activities of the population, to which there are allusions in the next part of this Report, and of them also no complete account has been attempted.

There is, however, another aspect of the development of Singapore which though taken for granted by its post-war inhabitants, may yet merit some reference in a report primarily designed for the outside world to read. The people of Singapore have long been accustomed to regard their city as the commercial centre of South East Asia but, from Raffles onwards, there have not been lacking men who considered that the accident of geography which placed it at the cross roads of some of the world's most important shipping routes could be used to

THE BUGIS FLEET

Here seen at anchor off the Reclamation. During the first thirty years after the foundation of Singapore, ships of the Bugis (Celebes) played a most important part in the local inter-island trade, but they declined in numbers as steamers were more and more extensively used. Since the war there has been an insufficiency of steamships to carry this trade and the old sailing vessels have come temporarily into their own.

make of Singapore a centre for other things than trade alone. The strategic importance of the site indicates one of such uses, and the report on the Colony issued last year made mention of some of the difficulties resulting from the concentration, in Singapore, of men and materials in greater numbers and quantities than are required for the defence of the limited territories of the Colony. The area under the political control of the Government situated in Singapore has shrunk but, paradoxically, the importance of the city as a political centre may almost be said to have increased with the establishment in its midst of the offices of the Governor-General and Special Commissioner. The list of consulates is almost as long as it was during the most settled period of international trade, and a number of countries have found, in Singapore, a convenient centre for the establishment of Consulates-General with jurisdiction over neighbouring territories. The new Dominions of India and Pakistan and the Dominions of Australia, Canada, and South Africa, all have their representatives in Singapore, and some half dozen departments of the United Kingdom Government find it desirable to have officers serving here also.

Even if this represented no gain in dollars and cents, Singapore would be glad and proud to be the centre of such varied activity. In fact, very large indirect gains are likely to accrue to Singapore so long as it remains the focal point of such development, which is one of the considerations that has led the Government to accept a share in the enormous expense of constructing a modern airport as fully capable of taking the international air transport of the future as its docks have been able to take the international shipping of the past. If there is the courage to assume new responsibilities greater than can be justified from the strictly domestic point of view, such courage will certainly be rewarded, since a centre that is suitable for one international purpose may, often as a result of being used for that purpose, become suitable for others. Examples of cause and effect of this kind will readily occur to the reader, and some of them will be mentioned in later pages of this Report.

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PART II

CHAPTER I

POPULATION

One of the most important events of the year was the publication of the preliminary figures from the census enumeration which recorded a total population figure approaching the million mark. The forecasts and figures in the Statistical Review of 1946 have been found to have been surprisingly accurate in view of the paucity of reliable information then available. The Japanese enumeration in 1944 gave a return of 860,000. At the 1931 census—the last recorded—the total was only 557,745.

Year	*Chinese*	*Malays*	*Indians*	*Europeans*	*Eurasians*	*Others*	*Total*
1911 ..	219,577	41,806	27,755	— not available —			303,321
1921 ..	315,151	53,595	32,314	6,145	5,436	5,717	418,358
1931 ..	418,640	65,014	50,811	8,082	6,903	8,295	557,745
1947 ..	727,863	114,654	71,289	8,718	9,012	6,543	938,079

Thus the population of Singapore Island has increased by some 68% over the last sixteen years as compared with a 33% increase between the 1921 and 1931 census periods and 38% between 1911 and 1921. While there was a very considerable immigration from India and China over the 1911 to 1931 decades which accounted for a large part of the population increase this factor greatly diminished after the latter year and was of course non-existent during the war. Thus an explanation of the remarkable growth in the size of the Colony's population between 1931 and 1947 has to be sought elsewhere and undoubtedly a much heavier natural increase is one of the main contributory causes. The change in the sex ratio appears to support this view:—

Year	*Males*	*Females*	*Females per 1,000 males (approximate)*
1911	215,489	87,832	408
1921	280,918	137,440	489
1931	352,167	205,578	584
1947	515,814	422,265	819

While a study of the figures for each of the main communities shows that the composition of the population remains basically the same as in the last two census enumerations they clearly indicate a considerable increase in the proportion of Chinese as compared with all other races:—

Year	*Chinese*	*% of total*	*Malays*	*% of total*	*Indians*	*% of total*
1931 ..	418,640	75.1	65,014	11.7	50,811	9.1
1947 ..	727,863	77.6	114,654	12.2	71,289	7.6

This increase in the population by over 68% during the last sixteen years gives an idea of the magnitude of the housing and health problems with which the Colony is faced. These would be serious enough if the present housing was up-to-date and sanitary and existing services were adequate. The position is however that a large proportion of the population lives in old and over-crowded buildings while the hospital facilities are only capable of dealing adequately with a population a quarter of the present size. Unless counter-measures are taken the situation will continue to deteriorate in proportion to the yearly increase in the size of the population.

Births and Birth Rates

	1921		*1931*		*1947*	
	No.	*Rate*	*No.*	*Rate*	*No.*	*Rate*
Chinese ..	8,718	27.72	15,993	37.85	33,629	46.20
Malays ..	2,314	42.99	2,862	43.69	5,473	47.73
Indians ..	789	24.52	1,020	19.64	3,087	43.30
Europeans ..	187	31.00	169	20.55	312	35.79
Eurasians ..	209	38.99	199	28.53	359	39.84
Others ..	98	16.57	227	29.09	185	28.27
Total ..	12,315	29.47	20,470	36.37	43,045	45.89
Male ..	6,539		10,753		22,152	
Female ..	5,776		9,717		20,893	
Total ..	12,315		20,470		43,045	
Male births per 100:		53.00		52.04		51.23

Births by Sex and Race

Males	*Urban Area*	*Rural Area*	*Singapore Total*
Europeans	115	37	152
Eurasians	176	19	195
Chinese	12,574	4,812	17,386
Malays	1,650	1,132	2,782
Indians	1,152	403	1,555
Others	76	6	82
Total ..	15,743	6,409	22,152

Females	*Urban Area*	*Rural Area*	*Singapore Total*
Europeans	126	34	160
Eurasians	150	14	164
Chinese	11,701	4,542	16,243
Malays	1,694	997	2,691
Indians	1,173	359	1,532
Others	97	6	103
Total ..	14,941	5,952	20,893
Grand Total ..	30,684	12,361	43,045

The number of births in 1947 is more than double that in 1931. The present rate for the Colony is a high one. While the number of births fell to 24,441 in 1945, the average for the five years 1941 to

PART II

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Ages	*Urban Area*	*Rural Area*	*Singapore Total*
8 — 9 months	104	34	138
9 — 10 months	107	20	127
10 — 11 months	80	25	105
11 — 12 months	99	17	116
INFANTILE MORTALITY ..	2,991	767	3,758
1 — 5 years	1,001	362	1,363
5 — 10 years	232	103	335
10 — 15 years	148	51	199
15 — 20 years	239	64	303
20 — 25 years	316	92	408
25 — 30 years	436	114	550
30 — 35 years	463	114	577
35 — 40 years	590	144	734
40 — 45 years	590	160	750
45 — 50 years	594	149	743
50 — 55 years	549	116	665
55 years and over	1,559	556	2,115
Age Unknown	10	1	11
GRAND TOTAL ..	9,718	2,793	12,511

The death rate has declined remarkably since the 1931 census was taken and the present rate is a surprisingly low one when the living conditions of a large section of the community are taken into consideration. While the number of deaths recorded in 1946 (15,287) corresponded to the immediate pre-war year (15,705) and showed an astonishing drop from annual figures recorded during the Japanese occupation (42,751 in 1941 presumed to exclude executions), the 1947 total is a low record indeed. A fair share of the credit for these figures must be given to Government and Municipal Medical and Health organizations working under very difficult conditions. The year under review has been abnormal in a number of ways. For instance the incidence of malaria has been reduced throughout the Colony to an extent which cannot be accounted for by the measures undertaken to eradicate the disease alone, energetic though these have been. Certain immunities established during the occupation period must also be partially responsible, and any self-congratulation on the decrease would still be premature.

Turning to the details of deaths analysed by causes, a really remarkable reduction below the pre-war average is to be found in all cases except *malaria, violence and senility,* though even here the 1947 totals are lower than those of 1946. During the last twelve months there has been an increase in the total number of deaths from the following causes:—*Diseases of early pregnancy and early childhood, infantile convulsions, bowel diseases and cancer.* Particulars are to be found in the table at the end of this chapter. Pulmonary tuberculosis has attracted much public attention during recent months. While it is impossible to say what is the incidence of this disease in the general population it is certain that the number of recorded deaths

is now well below the pre-war figure and over 50% less than that recorded in 1944.

Certification of death is still inaccurate in the rural districts, where nearly one quarter of the total number of deaths in the Colony occurred. It is note-worthy that 770 rural deaths were placed in the category of unspecified fever (29%), 780 were attributed to infantile convulsions (29%) and 602 to senility (22%)—that is 80% of the total rural deaths.

PRINCIPAL CAUSES OF DEATHS

Diseases	*Urban Area*	*Rural Area*	*Total Singapore*
Malaria	261	24	285
Enteric Fever	24	—	24
Diphtheria	25	—	25
Dysentery	84	15	99
Influenza	165	1	166
Tuberculosis of the Respiratory System	1,419	49	1,468
Other forms of Tuberculosis ..	161	6	167
Leprosy	5	16	21
Syphilis	47	1	48
Tetanus	105	—	105
Ankylostomiasis	22	—	22
Fever unspecified	152	770	922
Cancer	298	8	306
Acute Rheumatism	41	1	42
Beri-beri	340	58	398
Diseases of the Heart ..	381	22	403
Other diseases of the Circulatory System	109	3	112
Bronchitis	305	1	306
Pneumonia (all forms) ..	1,196	43	1,239
Other diseases of the Respiratory System	140	193	333
Diarrhœa and Enteritis ..	807	24	831
Other diseases of the Digestive System	249	4	253
Convulsions	739	780	1,519
Diseases of the Nervous System and Sense Organs	217	46	263
Smallpox	19	1	20
Non-venereal diseases of the Genito-Urinary System ..	272	5	277
Diseases of Pregnancy, Childbirth and Puerperal State ..	90	35	125
Premature Births and diseases of Early Infancy	820	33	853
Old Age or Senility	353	602	955
Violence (all forms) ..	556	17	573
Other causes	282	34	316
Causes of deaths pending Coroner's inquest	34	1	35
GRAND TOTAL ..	9,718	2,793	12,511

INFANTILE MORTALITY

	1921		1931		1947	
	No.	*Rate*	*No.*	*Rate*	*No.*	*Rate*
Chinese ..	2,264	206.23	3,041	183.83	2,671	79.43
Malays ..	680	263.61	772	261.36	784	143.25
Indians ..	474	192.65	171	163.73	236	76.45
Europeans ..	7	48.13	5	29.59	18	57.69
Eurasians ..	30	224.88	23	110.55	28	77.99
Others ..	18	61.22	34	149.78	91	113.51
TOTAL ..	3,273	212.91	4,046	191.30	3,758	87.33

Of the 3,758 infantile deaths in 1947, 2,066 were males and 1,692 females.

QUARTERLY RETURN OF INFANTILE MORTALITY FOR 1947

	URBAN AREA		RURAL AREA		SINGAPORE		
Quarter	*Births*	*Deaths under 1 year*	*Births*	*Deaths under 1 year*	*Births*	*Deaths under 1 year*	*Rate per Mille of Births*
First ..	7,528	808	3,032	227	10,560	1,035	98.01
Second ..	7,141	701	2,856	178	9,997	879	87.93
Third ..	7,659	795	3,084	165	10,743	960	89.36
Fourth ..	8,356	688	3,389	197	11,745	885	75.35
TOTAL ..	30,684	2,992	12,361	767	43,045	3,759	87.33

The infantile mortality rate is the lowest ever recorded. This rate was 89.69 in 1946, 130.47 in 1939, and 285 in 1944—an exceptionally high figure even for the enemy occupation period. The Chinese mortality rate is of particular interest as they form the largest and one of the most prolific sections of the population. Although a large part of the reduction in the rate can be attributed to the effect of the Infant Welfare services there are some other subsidiary reasons. The consumption of rice, particularly of polished rice, has decreased since the war owing to shortage of supply and high cost. This decrease, together with the lack of other unsuitable foods, is thought by experienced observers to be an important factor in the post-war reduction of the infant mortality figure.

Six hundred and seventy-one still births were notified during the year—563 in the urban area and 108 in the rural. This is a proportion to live births of 15.6%, compared to 27.7% in 1931. The maternal mortality rate was also well below that of any previous year.

TOTAL NUMBER OF DEATHS REPORTED IN SINGAPORE BY CAUSES—1939–1947

Causes	1939	1940	1941	Average 1939/41	1942	1943	1944	1945	1946	Index 1946	1947	Index 1947
Malaria and Unspecified Fever ..	1,045	1,248	1,155	1,159	3,018	2,402	5,555	6,055	1,929	168	1,207	104
Violence (all forms)	473	454	504	477	575	611	682	801	737	162	573	120
Beri-beri	720	607	636	654	2,817	2,009	6,749	6,683	786	120	398	61
Senility	793	925	1,062	927	2,174	1,220	2,250	2,285	1,101	119	955	103
Bronchitis, Pneumonia and T B. of Respiratory System	3,299	3,545	3,696	3,513	5,641	5,107	8,635	5,752	3,868	110	3,013	86
Heart Diseases	411	527	536	491	963	560	1,111	940	516	105	403	82
Diseases of Circulatory System ..	136	167	201	168	133	149	197	137	145	86	112	67
Diseases of Digestive System	417	425	385	409	447	404	727	539	370	90	253	62
Diseases of Pregnancy and Early Childhood	1,064	947	972	994	996	1,091	1,188	986	982	99	978	98
Infantile Convulsions	1,758	1,850	1,769	1,793	4,280	3,166	4,572	3,118	1,571	88	1,519	85
Diseases of Respiratory System ..	328	490	431	416	458	417	528	447	367	88	333	80
T.B. other than Respiratory System ..	146	220	193	186	81	88	109	72	163	88	167	90
Diseases of Genito-Urinary System ..	532	613	499	548	851	581	787	688	394	72	277	51
Diseases of Nervous System	358	492	464	438	511	380	425	498	310	71	263	60
Influenza—Acute Rheumatism ..	240	292	305	279	643	323	621	575	195	70	208	75
Typhoid, Dysentery, Diarrhœa and Enteritis	1,031	1,339	1,681	1,350	4,279	1,837	4,578	2,811	908	67	954	71
Cancer	330	367	362	353	232	258	225	176	217	61	306	87
Others	1,117	1,197	1,127	1,147	1,786	1,333	3,812	2,767	691	60	592	52
Total ..	14,198	15,705	15,978	15,293	29,833	21,936	42,751	35,330	15,286	100	12,511	82
Note:—Pulmonary Tuberculosis ..	1,643	1,708	1,791	1,714	2,172	2,282	3,324	2,764	1,976	115	1,468	86

Indices are based on the 1939/41 average

Migration Statistics by Sea and Air during 1947

Immigrants

Race	Men	Women	Children		Total
			Male	Female	
Europeans and Americans	10,611	6,308	1,306	1,208	19,433
Eurasians	83	64	14	11	172
Japanese	106	2	—	—	108
Chinese	64,761	22,967	8,204	4,886	100,818
Malays	6,477	1,220	383	314	8,394
Northern Indians ..	4,849	677	280	235	6,041
Southern Indians ..	15,447	1,844	779	729	18,799
Others	480	116	27	27	650
Total ..	102,814	33,198	10,993	7,410	154,145

Emigrants

Race	Men	Women	Children		Total
			Male	Female	
Europeans and Americans	11,222	4,748	738	653	17,361
Eurasians	65	32	6	10	113
Japanese	99	3	—	—	102
Chinese	66,298	22,484	7,933	5,543	102,258
Malays	6,932	1,157	397	271	8,757
Northern Indians ..	2,791	283	134	87	3,295
Southern Indians ..	18,686	2,462	1,846	1,628	24,622
Others	432	86	27	25	570
Total ..	106,525	31,255	11,081	8,217	157,078

Chinese Deck Passengers from and to China including Hongkong 1947

Immigrants					Emigrants				
Men	Women	Children		Total	Men	Women	Children		Total
		Male	Female				Male	Female	
36,075	14,844	5,365	2,742	59,026	32,925	14,667	5,934	4,278	57,804

Christmas and Cocos-Keeling Islands

These Islands are situated in the Indian Ocean. While Christmas Island has a population of a few hundred Chinese and Malays employed in exporting the deposits of phosphate of lime found there, Cocos or Keeling Islands consist of some twenty-seven coral reefs, only two of which are of any practical significance. One is used as a Cable and Wireless station and another by labourers and their families working the large coconut plantations on the islands. The latter is unique in that the population is self-supporting and immune to outside interference. In consequence it offers the possibility of an interesting sociological and medical study, of which it is hoped advantage will be taken in the not too distant future, as this community shows signs of minor food deficiency disease and anæmia from worm infestation.

[*From a drawing by Patricia Morley*

JAVANESE GIRL

The 1931 census report noted that over a quarter of the Malaysian population in the settlement of Singapore consisted of individuals born outside the peninsular, and that most of these had come from Java.

Race	1947 Census Christmas Island	Cocos Island	Total
Malays	32	1,778	1,810
Other Malaysians ..	99	2	101
Chinese	621	14	635
Indians	11	—	11
Europeans	55	17	72
Eurasians	—	—	—
Others	5	—	5
Population	823	1,811	2,634
Births	65	96	161
Deaths	4	20	24

Cocos and Christmas Islands 1947 Census: 2,634 (females 1,121).

CHAPTER II

OCCUPATION, WAGES, LABOUR ORGANIZATION

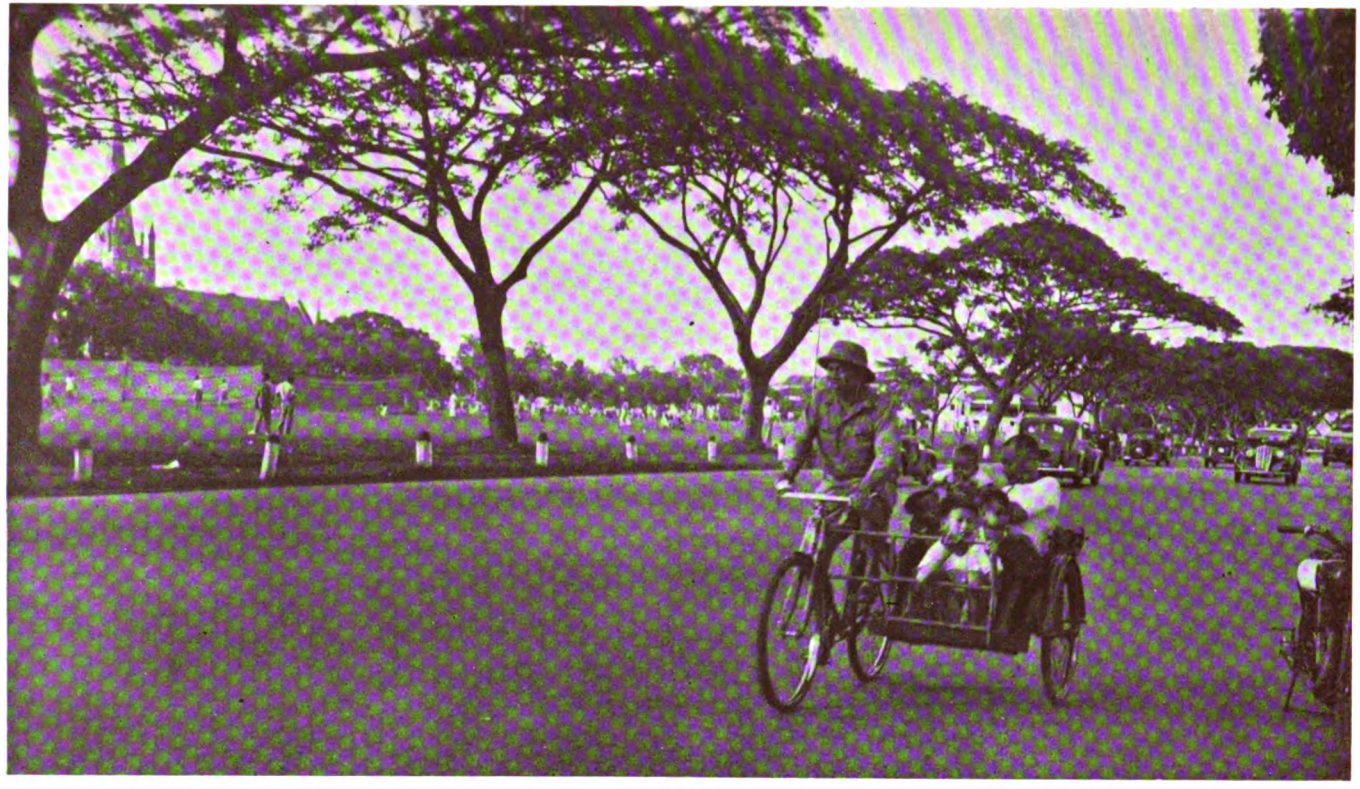
Singapore differs from many other Colonial territories in that it is not a primary producing area. It is largely industrialised and, depending as it does upon its entrepot trade with surrounding territories, has a variety of industries. Consequently, there is no predominant form of employment which can be singled out from others for comment.

Over three thousand places of employment are known to the Labour Department and in these places more than 60,000 labourers are at work. In addition 40,500 are employed by the Government, the Singapore Harbour Board, the Municipality and the three Services (Navy, Army and R.A.F.). There are more than one hundred varieties of industry represented in those places of employment and necessarily a great many more varieties of occupation.

Chief among them may be mentioned industries connected with rubber:—smoking, milling, packing for export, and manufacture of rubber goods, in which 88 undertakings provide occupation for more than six thousand.

Engineering works lead amongst skilled occupations with 3,000 workmen in 142 places of employment. Furniture manufacture employs just over 1,000 and oil mills give work to the same number. Petroleum products, which include the big oil companies such as Shell and Standard Vacuum, employ 2,000; printing, just over 1,000. But the list continues down to individualists such as one French chalk manufacturer employing eight persons and one pulley-block manufacturer with four. Other individualists are found in the laundering trade in which less than 800 persons are working in 313 unmechanized laundries thus helping to keep up the high cost of clothes washing.

Whether or not stevedoring in Singapore is a skilled occupation is open to argument. There are 2,300 persons employed on this work apart from those in the Singapore Harbour Board. Lighterage gives work to 1,800 and general labour to 5,800. Not included in the total of 60,000 are 17,000 trishaw pedallers and almost 6,000 tricycle pedallers. Trishaws are passenger vehicles, built on a motor-cycle and side-car design, in which the motive power is a pedal cycle. They have replaced the former man-drawn rickshaw. Tricycles are used for carrying goods, the pedaller sitting behind his load. Those familiar with Singapore traffic will agree that these workers come within the category 'unskilled'.



TRISHAW

The modern substitute for the rickshaw; the prototype appeared during the Japanese occupation and this form of transport is now very popular. Trishaw pedalling is described elsewhere in this Report as "not a skilled occupation" and the presence of these vehicles in its streets has undoubtedly increased the complexity of the Singapore traffic problem.

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During the year there was a noticeable change in the employment position. Restriction of work by the three Services, Navy, Army and Air Force, presumably resulting from economy in expenditure, caused a reduction in the number employed by them. At the end of 1946 there were 20,000 directly employed by the Services. That figure had fallen to 16,000 by September, 1947. Other large reductions followed in respect of labour employed by contractors on behalf of the Services.

Restriction of trade from the situation in the Netherlands Indies also had its effect upon employment. Decrease in quantity of raw materials from those territories resulted in decreased employment in several industries, while the high cost of labour has not been without its restrictive effect on trade which has in turn caused reductions in employment. A particularly noticeable instance of this has been in the timber trade in which the very high labour costs have been largely responsible for the loss of a considerable portion of the pre-war export market for sawn timber enjoyed by the Colony. As the workers' unions were unwilling to accept reductions in wages which would permit the sawmills to offer more competitive prices in available markets, the end of the year saw the closing of most of the sawmills on the Island.

Employment in the building and construction industry, formerly the largest employing industry in Singapore, also continued to be low. As compared with approximately 16,000 workers employed in 1939 the figure for 1947 was only 6,800. This was directly due to restriction of building programmes by the Services and of the very high cost of building making private enterprise unprofitable. It is thought that there will be a big increase in employment on building works in 1948 when various housing programmes are put into operation and more building material becomes available. A welcome indication of future developments in Singapore was the number of enquiries from prospective manufacturers who intend to set up large factories. They include a glass factory and motor vehicle assembly plant, and should do much to relieve the unemployment which was becoming noticeable at the end of 1947.

Throughout 1946 there was a continual striving for improved rates of wages to meet the high cost of living. It was noticed in the report for that year that Government, whose wage scales are closely followed by the Municipality, the three Services and by the Singapore Harbour Board—all employing large labour forces—might find some adjustment in its wage rate necessary in consequence of the increased price of rationed rice—the controlling factor in all local wage rates. That adjustment was achieved by the setting up of a commission "to enquire into and report upon the conditions of employment and remuneration of daily-paid employees of the Governments and Municipalities, and to make such recommendations by way of interim

as well as final reports concerning these, as may seem appropriate under existing conditions".

The Commission (which operated jointly with a similar body in the Malayan Union) issued an Interim Report, mainly concerning wage rates, on 31st July and its recommendations were eventually adopted with effect from 1st August. Those recommendations gave considerable increases to daily-paid labourers in Government and Municipal employment as the following comparative table shows:—

		1946	*From 1st August, 1947*	
Unskilled labourer	.. ..	$1.43	$1.94	per day
Plumbers:	Grade I	$4.24—4.64	$4.84—5.44	„
	Grade II	$3.84—4.24	$4.18—4.84	„
	Grade III	$3.52—3.84	$3.70—4.18	„
Carpenters:	Grade I	$3.84—4.40	$4.18—5.08	„
	Grade II	$3.36—3.84	$3.46—4.18	„
	Grade III	$2.84—3.36	$2.62—3.46	„
Masons:	Grade I	$3.52—3.84	$3.70—4.18	„
	Grade II	$2.80—3.36	$2.56—3.46	„
Mechanics:	Grade I	$4.24—4.64	$4.84—5.44	„
	Grade II	$3.84—4.24	$4.18—4.84	„
	Grade III	$3.52—3.84	$3.70—4.18	„

($1.00 = 2s. 4d.)

Of the new wage 20 cents is a "Singapore Allowance", 50 cents and 20% of the balance is a temporary allowance consequent on the abnormal conditions. Important features of the Commission's Report were the attempt to forecast the eventual level of basic wages as compared to pre-war wages and the recognition of the higher cost of living in Singapore than that in the Malayan Union by the grant of a special Singapore allowance of 20 cents a day.

As a result of the awards of this Commission the unhoused unskilled labourer in Government and Municipal employment now gets a minimum of 4s. 10d. per day as against his pre-war minimum of 1s. 3½d. per day. This increase, together with a fall in the price of consumer goods during the year has greatly improved the position of those labourers.

Wage rates in commercial undertakings have generally remained stationary throughout 1947 with occasional tendencies to fall. As yet there has been little standardization of wages in Singapore. This lack of standardization was accentuated in 1946 when employers were making such large profits that they gave way easily to demands for increases. A feature of 1947 has been a hardening of the employers' attitude and a decrease—possibly consequent—in the number of demands for increased wages on the part of employees. A table at the end of this chapter gives some specimen wage rates for various types of employment. It will be seen from that table that the cash earnings of Singapore labourers in industry in many cases are little

inferior to those paid in the United Kingdom and in some cases are considerably higher, though living costs are not readily comparable and output should also be taken into consideration. The output of the individual in Singapore is far below that of any workman in a similar occupation in England. This is partly due to the climate but is also largely due to the absence of mechanization—a fact now forced upon the employers' notice by high labour costs. It is clear that much more mechanization will be introduced in Singapore in coming years.

The normal working day is eight hours though the law still permits a maximum of nine. Six days work per week is the general practice in larger places of employment. During 1947 the hours of work in H. M. Dockyard were reduced from 48 to 44 per week without reduction in pay and a few other employers have followed suit. The Army gives two half days (Wednesday and Saturday) to many of its 16,000 employees in addition to Sunday, and Government employed workmen in practice do less than a 48 hour week. In the Government Printing Office only 36½ hours is worked per week—exclusive of overtime.

Extra rates are paid for overtime work, usually one and a half times the ordinary rate rising to double rates if prolonged. Work done on Sundays or public holidays is usually paid for at double rates.

No detailed summary of family budgets which would form a basis for an accurate assessment of living costs has ever been made in Singapore. The best that can be done, therefore, is to determine trends of living costs, and this again presents difficulties as the local inhabitant appears to be incapable of obtaining goods at controlled prices where such are in force. It is an invariable argument in trade disputes in which increased cost of living is put forward in support of demands for higher wages, that the published controlled prices of articles mean nothing, as the purchaser is unable to obtain the items unless he pays more.

It does seem clear, however, that living costs have decreased during the year if only by reason of the more plentiful supply of imported goods other than food. Rice, the staple food of the Asian workman has not decreased much in price though it seems plentiful in supply—on the "black market". Rationed rice has increased in price.

The meagre ration was increased in February but the price was raised simultaneously. It was found necessary to reduce the ration again in May—with no lowering of price. Any alteration in the quantity of rationed rice affects the price of "black market" rice, for the local workman is still unable or unwilling to use any substitute for rice, although such have been plentiful.

The difficulty of establishing accurate comparative figures of pre-war and post-war living costs was noticed by the Wages

Commission which stated in its Interim Report that "the best adapted families would have to meet living costs about three times the pre-war ones if they could buy at controlled prices only, and about three and a half times at current market prices: families less willing or able to modify their habits would suffer a considerably greater rise". As against this statement the table at the end of this chapter should be consulted, which shows a comparison of pre-war and post-war (1947) wages in certain occupations.

The salaried workers' cost of living may be regarded as having risen in a manner similar to that of the worker. In 1946, cost of living allowances were given by Government to their salaried employees at rates varying from 20% to 30% (depending on whether the employee was a bachelor or was married) on pre-war salaries plus $10 (£1 3s. 4d.) a month. These allowances have remained unaltered throughout the year, but early in the year a Salaries Commission was appointed to submit recommendations for revision of salaries and emoluments of all salaried public officers in Singapore and the Malayan Union. Its report was signed in November, but its recommendations had not been accepted by Government by the end of the year. In view of the recommendations of the Wages Commission, the lower paid salary earners had meanwhile been given provisional increases. In non-Government undertakings salaries have not risen to the same extent as have wages, and many unskilled labourers now earn more than senior clerks.

The cost of living for officials recruited from overseas has more than doubled. One of the big factors in this increase has been the increase in wages of domestic servants, but there are few items in the European budget, from motor cars and schooling to such things as restaurant meals and sports equipment which have not at least doubled in price. Petrol, formerly 1s. 10½d. is now 3s. 3¼d. per gallon.

The following items, taken from the report of the Commission on Salaries, give some idea of the rise in prices:—

Item	*Price in 1938*	*1947 (June)*
	$ c.	$ c.
Fowls	31 per kati	1 89
Pork	44 „ „	2 90
Fish	26 „ „	1 45
Eggs	26 for ten	d 65
Sugar	05 per kati	87
Beef	74 „ „	1 80
Cabbages	08 „ „	86
Salt	02 „ „	08
Mutton	46 „ „	1 00
Soap	20 „ lb.	50
Bacon	45 „ „	1 40
Beer	3 50 dozen quart	25 20
Potatoes	06 per kati	25
Butter	49 „ lb.	1 35
Drill suit	8 00 each	35 00

(1 katty = 1 1/3 lbs. $1.00 = 2s. 4d.)

While salaries in commercial firms have increased, often by substantial amounts, salaries in Government remain the same as before the war, with the addition of a cost of living allowance which gives the average officer an increase of about 20% in remuneration.

That wages in 1947 have largely caught up with the increase in the cost of living is indicated by the decrease in industrial disputes. The earlier part of the year saw several large disputes in which the principal demand was for wage increases. Of these the strike of the Municipal labourers which deprived the town of many of its public services for a month, and the strike of the Singapore Traction Company employees, the second in six months, which deprived the city of its bus and tram services for more than three months, were the most important. But after these early strikes, in which concessions were obtained by the strikers, the situation improved and the man-days lost during the last nine months of the year were less than one-fifth of those lost in the same period of 1946. Of the 29 strikes which started during that period, 13 were for the reinstatement of men dismissed, six were in opposition to wage reductions, and only five were for wage increases.

When industrial disputes occur or are threatened the Labour Department makes every effort to promote conciliatory discussions between the parties and attempts to get the two sides to effect a settlement themselves. If a deadlock occurs or if either party asks for assistance, officers of the Department are always ready to help. Negotiations are promoted with representatives of the disputants either at the work place or in the office as the parties may desire. The officers of the Department are specialists who have had considerable experience of conciliation work and who speak one or more languages of the country. Their mediation in trade disputes has generally been very successful.

Machinery exists for the settlement of disputes by legally established Arbitration Boards or by Industrial Courts should the parties so wish. Submission of a dispute to either of these bodies must be by mutual consent of both parties and only if direct negotiations are unsuccessful. No compulsory powers exist for the settlement of any trade disputes nor are such thought desirable. No recourse was had to Industrial Courts or Arbitration Boards during the year, but the strike of the Singapore Traction Company employees was settled after an enquiry had been held into the dispute by a judge of the High Court acting under a commission from His Excellency the Governor and appointed under the Commissions of Inquiry Ordinance.

Local workmen generally prefer to reach a settlement through the assistance of Labour Department officers or through the mediation of community leaders than by the more formal method of

Arbitration Boards. A development in this connection during the year was the increasing intervention of representatives of political bodies in conciliation proceedings. This has sometimes resulted in the dispute being removed from the purely factual plane.

Trade unions now usually represent the workers in negotiations in any trade dispute. The term "trade union" in Singapore should not always be taken as connoting the same type of organization which it does in England. There are quite a number of first-rate unions in Singapore but with two or three exceptions they are formed of the clerical type of employee. They have a good idea of unionism, negotiation and collective bargaining, and some of them are turning to provision of mutual benefit sections. But the same cannot be said of the bulk of the workers' unions. These have not yet learned the procedure for democratic election of office bearers or the value of bargaining through peaceful negotiation by chosen representatives. Too often, sections of the members organize independent disputes and conduct their own negotiations in the name of the union while the headquarters of the union acknowledge the departments as part of their organization but refuse to take any part in the argument. Too often, strikes are called and enforced without even formal reference to the members of a union, notwithstanding the provision in its rules that such a decision can only be taken after secret ballot at a general meeting.

The responsibility of the Singapore Federation of Trade Unions for this state of affairs should not pass unnoticed. That body is still not a genuine federation and it still attempts to control all labour in Singapore by dictatorial methods. In this attitude its leaders may be sincere in that they realize that the bulk of labour in Singapore is quite uneducated and they may think that without regimentation it may incline to a too ready submission to employers' whims, but the Federation does, by its activities, deny to the individual that democratic freedom prized in the United Kingdom.

Education in democratic procedure and proper trade union methods is one remedy for this state of affairs as it is certain that unions and their members would benefit greatly by adopting more peaceful and constitutional methods of settling disputes. Much could be done in this direction were there a Trade Union Adviser, but the holder of that post resigned in 1947 and left the Colony in June. A successor has not yet been appointed, but approval has been given for the appointment of two Trade Union Officers from among the ranks of local trade unionists. These men will work with the Trade Union Adviser and may be given a period of training in trade unionism in England. Their value to trade unionism in Malaya should be great.

Registration of trade unions during 1947 is note-worthy.

The ordinance providing for registration was enacted in 1941. Before that enactment, associations of workmen on trade union lines had been encouraged, and fifty-one such associations had been registered under the Societies Ordinance. Operation of the 1941 Trade Unions Ordinance was prevented by the outbreak of the Japanese war and was only brought into force in 1946. August 23, 1946 was the date by which unions should have registered but by that date not one union had complied with the necessary formalities and by the end of 1946 only eleven had completed registration. In order to hasten matters, an officer from the Labour Department was seconded as Registrar of Trade Unions in March, 1947 and by the end of June had registered 130 unions.

From 1st July, 1947, the Registrar of Trade Unions Department became part of the Labour Department. By the end of the year 163 unions had been registered and this is believed to be all the existing unions. During the year two unions ceased to exist. The compulsory registration of trade unions is frequently attacked as being undemocratic and in the nature of oppression. Such is not the case. Registration provides protection for the union and its members from liability for damages in respect of restraint of trade, and insistence on properly kept accounts provides protection for members against wrongful expenditure of the union's funds by unscrupulous union officials.

The following table sets out the progress of registration:—

Trade Unions Registered (under Societies Ordinance) in 1940	51
Trade Unions Registered (under Trade Union Ordinance) on 23rd August, 1946 (on which date registration was supposed to be completed)	0
Trade Unions Registered—31st December, 1946 ..	11
Trade Unions Registered—1st March, 1947 ..	21
Trade Unions Registered—2nd June, 1947	102
Trade Unions Registered—31st December, 1947 ..	163

Conciliation work and trade union registration have already been mentioned as functions of the Labour Department.

Advisory work to employers, and employees, is another function. Other activities include enforcement of the proper observance of the Labour Ordinance and the Machinery Ordinance; administration of the Workmen's Compensation Ordinance and of certain parts of the Children's Ordinance; the operation of an Employment Exchange; repatriation of Indian labourers, and payment of gratuities and other monies to them. To carry out these duties there is provision for a staff of thirteen administrative and executive officers though several of these posts remained vacant throughout the year.

The Inspection of Machinery section, as its name implies, has duties in connection with safety of machines—inspection of boilers and supervision of safety devices in places using machinery. The

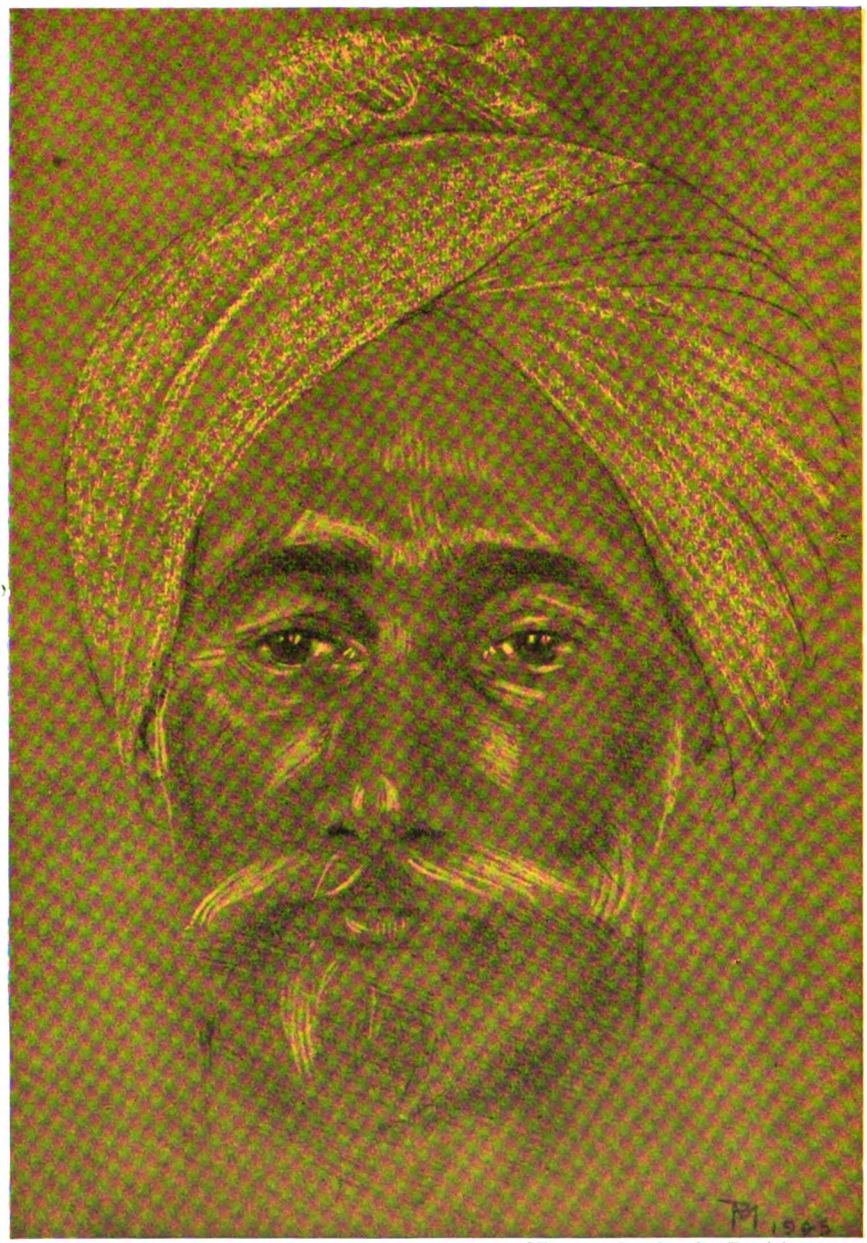
Chief Inspector also has powers under the Protection of Workers' Ordinance which provides for the welfare of workers in dangerous trades and he makes preliminary enquiries into accidents resulting from the use of machinery.

Under the Machinery Ordinance, persons in charge of certain dangerous machinery are required to be holders of certificates of competency and the examinations for these certificates are held by the Chief Inspector. One hundred and ninety-four such persons were examined during 1947 while 557 installations were inspected. To ensure proper observance of the labour laws two inspectors are employed whose duty it is to inspect all places of employment, to which they have, under the Labour Ordinance, powers of entry and enquiry. The details noted by these inspectors form the basis for most of the statistical information compiled by the Labour Department, though a questionnaire requesting certain information was sent to all large employers during the year. The response to this questionnaire was gratifying and typical of the very cordial relations which exist between employers and the Department.

An Employment Exchange was initiated in the Labour Department during the British Military Administration immediately after the liberation of the Colony in 1945. In those days there were so many persons in search of employment that branch exchanges were also opened in various parts of the Island. It was found unnecessary to continue the branch exchanges and the last one was closed at the end of November, 1946. The Exchange at the Labour Department has continued and has performed a very useful service. More employers made use of the Exchange in 1947 and the Services and Municipality continued to use it. Altogether 28,170 persons registered as seeking employment, and work was found for 13,012.

As it is obvious that the importance of the Employment Exchange will increase, arrangements have been made to send the Employment Officer to India to undergo a course of training in exchange management. This has been made possible by the courtesy of the Government of India, which has consented to allow the officer to attend a course at New Delhi early in the new year. It is hoped, also, to improve accommodation for the Exchange which has become somewhat cramped for the number of persons now using it. No fees of any kind are charged for the services of the Exchange.

An ordinance to provide for compensation to injured workmen has been in force in the Colony since 1932. Under that Ordinance an employer is required to report all accidents to the Commissioner for Workmen's Compensation, who is in no way attached to the Labour Department but is an officer of the Colonial Legal Service. The Commissioner forwards each report to the Labour Department, which investigates the matter and, if not satisfied that proper compensation



[*From a drawing by Patricia Morley*

SIKH WATCHMAN OR "JAGA"

Member of a community traditionally employed as doorkeepers and night watchmen, to guard the offices, godowns or shops in the centre of the city.

has been paid, gets in touch with the injured person and helps him to obtain what is due to him. In disputed cases or in those in which a claim is made on behalf of dependents or deceased workmen, the Commissioner for Labour acts on behalf of the claimants. It is a common practice to pay to the Commissioner for Labour any compensation accruing on behalf of dependents of a deceased workman, and he administers the money on trust for these dependents. Forty-six such trusts were being administered at the end of the year.

Under the Workmen's Compensation Ordinance no man earning more than $200 per month was a workman. That was quite satisfactory in pre-war days, but in post-war days when wages are very much increased, was a limitation on eligibility of many workmen to compensation. An amendment to the Ordinance was accordingly introduced as from 1st May which increased this wage limit to $400 per month and made various other corresponding improvements of a financial nature only. These amendments are operative for one year but are subject to renewal. Altogether 1,620 accidents were reported during the year of which 97 were fatal and 63 resulted in permanent disability.

Southern Indian labourers who are either destitute or unfit are assisted to return to their homes by the Labour Department, the cost of their repatriation being borne half by Government and half by the Indian Immigration Fund—a fund amassed in pre-war days from a quarterly cess paid by employers of Southern Indian labourers with the object of providing welfare for those labourers. A total of 217 labourers were so repatriated together with 37 dependent women and children.

Certain labourers, principally those employed by the Municipality and Government, earn gratuities after long service. The Labour Department undertakes the collection and payment of these gratuities including remittances to India and China. It also undertakes enquiries for any employer into claims for gratuities on behalf of deceased workmen from dependents in India or China. Two hundred and eighty-six such enquiries were made during the year and a total of $66,253.48 (£8,933 15s. 11d.) remitted to India. Post Office Savings Bank accounts were opened on behalf of dependants living in Singapore in 42 cases, the total deposits being $17,833 (£2,377 14s. 8d.). Monthly allotments are made from these accounts to the families.

No charge is made to any labourer or his dependents for any of these services.

A notable feature of the year's activities was the attendance at the Regional Conference of the International Labour Organization in New Delhi of a full delegation from Singapore. The two Government delegates were the Commissioner for Labour and a Deputy Secretary

for Social Welfare. The President of the Singapore Manufacturers' Association was chosen by the employers as their delegate and the Secretary of the Clerical and Administrative Workers' Union was elected by the trade unions as workers' delegate. Government sent three advisers, the employers two and the workers two. Apart from the increased activity towards improvement of workers' conditions which will result from that Conference the educative value of attendance was remarkable.

Little legislation concerning labour was passed during the year. An amendment to the Workmen's Compensation Ordinance has already been noted. The only other legislation was an amendment to the Labour Ordinance to permit the Commissioner for Labour to hear claims for wages or claims pertaining to conditions of work from workers of other nationalities in addition to Chinese.

The propriety of permitting Labour Department officers to hold judicial powers has been queried but it is felt that the benefit to the workers far outweighs any possible objections. To bring a case to the courts involves so much loss of time and expenditure of money, besides the delays until the case is heard, that few labourers can afford to try it, whereas any labourer can come to the Labour Department, state his claim, get a summons and have his case decided within the space of days. It is also felt that most employers prefer this expeditious method and many cases occur of employers inviting the Department to hear and settle claims made against them by their workmen.

One hundred and seventy-four such cases were heard in 1947. They involved claims totalling $89,046.34 (£10,388 14s. 9d.) and 1,023 claimants. Over $36,000 (£4,200) was paid in respect of the amounts awarded. No fees are charged to the workers in respect of this service.

Although little legislation dealing with labour matters was enacted, a great deal of work was done on the preparation of a new Labour Ordinance, to replace the existing one which is somewhat out of date, on a Factories Ordinance, and on revision of the Workmen's Compensation Ordinance. Shortage of staff retarded this work which would otherwise have been completed by the end of the year.

A Labour Advisory Board for the Colony was set up in March under the chairmanship of the Commissioner for Labour. It is tripartite in composition, there being three representatives each of Government, employers and workers. Its terms of reference are: "To consider and make recommendations on any aspect of labour, or any matters concerning labour which may seem proper to the Board or which may be referred to the Board". Twelve meetings were held during the year.

At the time of the constitution of the Board, few trade unions had been registered and it was therefore not possible to choose the membership otherwise than by Government nomination. This has been recognized as a possible source of criticism and the Board is being strengthened and widened in scope by inviting the Singapore Manufacturers' Association to nominate an additional member for the employers' side, and the Singapore Federation of Trade Unions to nominate an additional workers' representative.

The mutual tolerance and good-will and the genuine effort to understand each other's point of view, which have been shown by members of this Advisory Board, are a happy augury for the future of industrial relations in the Colony. An extension of this attitude to employers and workers in the industrial field is earnestly desired by all who have the welfare of the Colony at heart and, if achieved, should go a long way to restoring in 1948 the peaceful labour conditions which were a feature of our community in pre-war days.

COMPARATIVE WAGE TABLE

TYPE OF WORK	WEEKLY WAGES				FOLD INCREASE	
	MINIMUM		MAXIMUM			
	1938	1947	1938	1947	Min.	Max.
	$ c.	$ c.	$ c.	$ c.		
1. Bakery (European owned)	6 00	20 00	8 00	35 00	3½	4½
2. Bakery (Chinese and Indian owned) ..	3 50	22 00	4 50	55 00	6	12
3. Boxmakers	1 50	6 00	4 00	24 00	4	6
4. Brickworks	5 55	18 00	9 00	26 00	3	3
5. Building Labourers (unskilled) ..	3 00	24 00	4 00	30 00	8	7½
6. Carpenter Shops ..	5 00	25 00	11 00	80 00	5	7
7. Carpenters	6 00	42 00	8 50	66 00	7	7¾
8. Cargo Labourers (Commercial)	3 30	18 00	8 00	30 00	5½	3¾
9. Carrying Labourers ..	3 00	24 00	6 00	100 00	8	16½
10. Coconut Oil Mills ..	5 00	22 00	7 00	36 00	4	5
11. Coppersmith ..	11 00	24 00	15 00	50 00	2	3
12. Damar Kuching Store (Women and Juveniles)	60	4 80	3 00	21 00	8	7
13. Domestic Servants (European houses) ..	5 00	15 00	10 00	25 00	3	2½
14. Electrician	6 00	24 00	21 00	50 00	4	2
15. Earth Digging ..	4 00	24 00	6 00	30 00	6	5
16. Earth Digging (Women)	3 00	18 00	3 60	20 00	6	5½
17. Fitter (European Firm)	8 50	24 00	15 00	50 00	2¾	3
18. Fitter (Chinese Firm)..	6 00	30 00	8 40	56 00	5	6½
19. Glass Makers ..	3 00	18 00	3 50	62 00	6	17½
20. Ice Makers	3 50	15 00	5 00	34 00	4	6¾
21. Laundry—Steam ..	4 50	13 00	11 00	32 00	3	3
22. Do. —(Women) ..	3 60	13 00	5 00	26 00	3½	5
23. Lorry Driver ..	4 00	15 00	11 00	37 00	3¾	3
24. Mason	6 00	36 00	8 50	66 00	6	8

These figures do not include the value of free food and lodging, etc. or overtime earnings.

COMPARATIVE WAGE TABLE—*contd.*

TYPE OF WORK	WEEKLY WAGES				FOLD INCREASE	
	MINIMUM		MAXIMUM			
	1938	1947	1938	1947	Min.	Max.
	$ c.	$ c.	$ c.	$ c.		
25. Pottery	4 20	19 00	9 00	48 00	4½	5½
26. Printing	1 50	18 00	3 50	45 00	12	13
27. Quarries (Dynamiters) ..	7 00	24 00	12 50	50 00	3	4
28. Quarries (Stone Breakers)	5 00	24 00	6 00	50 00	5	8
29. Rattan Store ..	10 80	28 00	13 20	100 00	2½	7½
30. Rubber Factory Millers	3 30	24 00	4 50	49 00	7	11
31. Rubber Factory Selectors (Women) ..	3 60	17 00	4 20	18 00	4½	4
32. Rubber Factory Strippers (Women) ..	2 40	13 00	2 70	18 00	5	6½
33. Rubber Factory General (Women) ..	2 40	13 00	3 00	15 00	5	5
34. Sago Factories ..	2 40	25 00	4 50	57 00	10	12½
35. Soap	1 50	10 00	7 00	20 00	6½	3
36. Sawmills—Sawyers ..	3 00	28 00	6 00	64 00	9	10½
37. Do. —Carriers ..	3 50	20 00	5 00	50 00	5½	10
38. Do. —Boatman ..	7 00	60 00	10 00	70 00	8½	7
39. Twakow	3 00	12 00	4 00	50 00	4	12½
40. Tailor	2 00	20 00	12 50	60 00	10	4¾
41. Turner (European Firms)	9 00	36 00	15 00	48 00	4	3
42. Turner (Chinese Firms)..	6 00	36 00	7 50	54 00	6	7

These figures do not include the value of free food and lodging, etc. or overtime earnings.

CHAPTER III

PUBLIC FINANCE AND TAXATION

The revenue for the year ended 31st December, 1947 amounted to $70,972,949.00. This is $14,619,235.00 in excess of the estimated revenue of $56,353,714.00 for the year 1947. The expenditure for the year ended 31st December, 1947 was $61,956,004.34 which is $2,825,302.66 less than the estimated expenditure of $64,781,307.00 for the year. The final expenditure figure does not include expenditure on account of the subsidies on foodstuffs and the losses in connection with the trading operations of the Joint Supply Board as the Colony of Singapore's proportion of the loss has not yet been ascertained. The estimates of expenditure provided $7,000,000.00 for subsidies on foodstuffs. The total expenditure for the year 1947 met from the proceeds of the issue of $50,000,000 of the 3% 1946 Rehabilitation Loan, amounted to $9,283,313.33.

REVENUE

Details of Revenue are shown hereunder:—

	Heads of Revenue	$	c.
1.	Licences, Excise and Internal Revenue not otherwise classified	41,341,907	00
2.	Fees of Court or Office, payments for Specific Services and Reimbursements-in-Aid ..	1,411,566	00
3.	Posts and Telecommunications	5,119,923	00
4.	Rents on Government Property	1,761,876	00
5.	Interest	3,165,383	00
6.	Miscellaneous Receipts (*a*)	18,156,045	00
	TOTAL EXCLUSIVE OF LAND SALES ..	70,956,700	00
7.	Land Sales and Premia on Grants ..	16,249	00
	TOTAL REVENUE ..	70,972,949	00

(*a*) Includes $12,431,189.35 being Singapore's share of the profits of the All-Malaya (Currency) Surplus Fund.

EXPENDITURE

The particulars of Expenditure are set out below:—

Heads of Expenditure	Expenditure for 1947		Expenditure under Appropriation Account of 1946 3% Rehabilitation Loan		Total	
	$	c.	$	c.	$	c.
1. Charge on account of the Public Debt	6,792,962	00	..		6,792,962	00
2. Pensions, Retired Allowances, Gratuities, etc.	3,314,846	10	537,730	52	3,852,576	62
3. Charitable Allowances and Contributions	68,478	00	..		68,478	00
4. Governor-General	396,095	00	..		396,095	00
5. Governor	157,084	00	33,287	16	190,371	16
6. Malayan Civil Service ..	311,646	00	..		311,646	00
7. Straits Settlements Civil Service..	40,326	00	..		40,326	00
8. Straits Settlements Legal Service	20,907	00	..		20,907	00
9. General Clerical Service ..	969,842	00	..		969,842	00
10. Colonial Secretary	148,727	00	1,920	92	150,647	92
11. Agriculture	7,965	00	..		7,965	00
12. Audit	54,498	00	..		54,498	00
13. Broadcasting	721,686	00	..		721,686	00
14. Chemistry	65,193	00	..		65,193	00
15. Chinese Secretariat	37,916	00	..		37,916	00
16. Civil Aviation	393,295	00	..		393,295	00
17. Co-operative Societies ..	8,748	00	..		8,748	00
18. Customs and Excise ..	663,754	00	..		663,754	00
19. Economic Affairs	45,562	00	..		45,562	00
20. Education	2,158,353	00	..		2,158,353	00
21. Estate Duty Office	47,406	00	..		47,406	00
22. Film Censorship	47,670	00	1,554	03	49,224	03
23. Fisheries	39,675	00	..		39,675	00
Carried forward ..	16,512,634	10	574,492	63	17,087,126	73

EXPENDITURE—*continued*

Heads of Expenditure	Expenditure for 1947		Expenditure under Appropriation Account of 1946 3% Rehabilitation Loan		Total	
	$	c.	$	c.	$	c.
Brought forward ..	16,512,634	10	574,492	63	17,087,126	73
24. Foreign Exchange Control ..	56,171	00	..		56,171	00
25. Forests	15,905	00	..		15,905	00
26. Gardens, Botanical	153,976	00	7,904	05	161,880	05
27. Immigration and Passports ..	123,783	00	..		123,783	00
28. Imports and Exports ..	26,468	00	..		26,468	00
29. Judicial	370,109	00	..		370,109	00
30. Labour	48,344	00	..		48,344	00
31. Land and District Offices ..	80,262	00	..		80,262	00
32. Legal	68,386	00	..		68,386	00
33. Malayan Security Service ..	277,387	00	..		277,387	00
34. Marine	649,476	00	163,313	02	812,789	02
35. Marine Surveys	68,501	00	54	66	68,555	66
36. Medical	834,547	00	7,233	88	841,780	88
37. Medical, Health Branch ..	866,537	00	43,909	82	910,446	82
38. Medical, Social Hygiene Branch ..	108,891	00	..		108,891	00
39. Medical, Hospitals and Dispensaries	3,056,123	00	48,837	94	3,104,960	94
40. Medical Store	279,452	00	..		279,452	00
41. Meteorological	81,860	00	..		81,860	00
42. Military Expenditure ..	69,001	00	..		69,001	00
43. Miscellaneous Services ..	23,961,056	24a	138,261	50	24,099,317	74
44. Museum and Library, Raffles ..	77,011	00	..		77,011	00
45. Official Assignee	30,287	00			30,287	00
Carried forward ..	47,816,167	34	984,007	50	48,800,174	84

(*a*) Includes Advance Account not yet charged to final Expenditure.

EXPENDITURE—*continued*

Heads of Expenditure	Expenditure for 1947		Expenditure under Appropriation Account of 1946 3% Rehabilitation Loan		Total	
	$	c.	$	c.	$	c.
Brought forward ..	47,816,167	34	984,007	50	48,800,174	84
46. Police	5,315,343	00	81,296	82	5,396,639	82
47. Postal Services	1,030,511	00	38,379	56	1,068,890	56
48. Printing Office	209,346	00	..		209,346	00
49. Prisons	809,105	00	..		809,105	00
50. Public Relations	111,557	00	..		111,557	00
51. Public Works	339,538	00	..		339,538	00
52. Public Works, Recurrent Expenditure	1,829,016	00	..		1,829,016	00
53. Public Works, Extraordinary ..	2,523,490	00	522,518	79	3,046,008	79
54. Social Welfare	609,354	00	..		609,354	00
55. Statistics	55,787	00	385	83	56,172	83
56. Subventions	..		..		..	
57. Surveys	139,430	00	..		139,430	00
58. Telecommunications ..	958,382	00	165,500	69	1,123,882	69
59. Trade Union Adviser ..	24,394	00	..		24,394	00
60. Transport	32,531	00	..		32,531	00
61. Treasury	103,202	00	..		103,202	00
62. Veterinary	48,851	00	..		48,851	00
63. Arrears of Pay, Gratuities and Pensions to Volunteers and their dependents	..		937,055	21	937,055	21
64. Arrears of Pay and Pensions to members of the Civil Defence Service of Singapore who were interned	..		2,146,083	91	2,146,083	91
65. Arrears of Pay to Government Servants who were interned ..	..		404,055	68	404,055	68
66. Rehabilitation Grants to Government Servants	..		624,827	49	624,827	49
67. Claims for services rendered and goods supplied prior to the Occupation	..		869,361	47	869,361	47
68. Claims in respect of Requisitioning and Hiring	..		83,911	68	83,911	68
69. Expenses of the issue of the 1946 3% Rehabilitation Loan ..	..		1,433	64	1,433	64
70. Back Pay to non-interned Government Servants	..		3,642,699	33	3,642,699	33
71. Expenses of War Damage Claims Commission (Singapore Office)	..		31,450	61	31,450	61
Total ..	61,956,004	34	9,283,313	23	71,239,317	57

November changes were instituted with the specific object of fostering production and encouraging the entrepot trade. Coconut oil expressed from Malayan copra was allowed destination-free export upon proof that an equivalent quantity had been shipped to the Ministry of Food in the U.K., while important extra-allocation foreign copra was allowed to be re-exported freely to any destination either in the form of copra or coconut oil.

Textiles.—Large late deliveries from the U.K. coinciding with heavy arrivals from the U.S. led to a greatly improved stock position early in the year, chiefly in white, dyed and printed cottons. Consumer prices were considerably reduced in consequence and after the first few months it was found possible to allow substantial re-exports to surrounding countries in short supply, where they proved invaluable priming for the large variety of produce which the entrepot of Singapore attracts, grades and re-exports. In 1947 textiles (value $45½ million) climbed to 3rd place on Singapore's export list.

Pineapples.—During the April/June 1947 season one cannery in Singapore was licensed for pineapple packing, while for the succeeding November 1947/January 1948 pack this number was increased to three. There is no shortage of canning productive capacity, but the rehabilitation of one of the Colony's major pre-war industries is largely frustrated by a shortage of fresh fruit supplies.

A committee was set up in Johore in the middle of the year to discuss the re-organization of the industry and under its ægis a considerable increase in pineapple planting has taken place in Johore.

The estimated output (including 2 factories in Johore) is 200,000 cases in 1948 and 400,000 cases in 1949. During the year 1947 the actual exports from Singapore amounted to 86,402 cases valued at $2,427,876. Half of the exports went to Eire and the remainder to Palestine and the Persian Gulf ports.

Exporters are still desirous of re-entering the U.K. market, but have so far been hampered by the low prices offering there. With an increase in the fresh fruit supply it is hoped that the cost of production will diminish and thereby facilitate a re-commencement of sale to the U.K. Prior to the war this was the industry's main market, taking over 2 million cases in 1939.

General Market Review

In reviewing the activities and reigning conditions of the Singapore market it can be stated that 1947 was a difficult year for most traders. There are still restrictions on imports from non-sterling [illegible] for the purpose of conserving foreign exchange, and certain [illegible] are still controlled under the I.E.F.C. On the other hand [illegible] of general import licences from U.K [illegible] certain other [illegible] The removal of control over the [illegible] ber and

tapioca, and the freer movements of entrepot trade commodities gave a wider field for the apparently unlimited resource and ingenuity of traders.

In the middle of the year the rubber market—which is the index to trade generally—suffered a severe set-back in prices due chiefly to the decision in the U.S.A. to maintain fixed percentages of synthetic rubber in all rubber products. The prices declined from over 45 cents per lb. at the end of March to 24¾ cents at the end of June. During the second half of the year, however, the tendency was gradually upwards and at the close was 39 cents per lb.

The supply of commodities in the hardware and foodstuffs market was in most lines adequate to meet the increased demand due to inflation of salaries and wages, but merchants' difficulties were further increased by frequent releases of large quantities of commodities surplus to the requirements of the Services. In most instances these releases were marketed below world prices, causing much embarrassment to traders with outstanding orders in the same commodities without in many instances giving consumers the benefit of lower prices since the first purchaser was frequently not a *bona fide* trader.

In summarizing the year the outstanding feature is the remarkable resilience of Singapore's trade. The commercial community have by their own endeavours readily seized the many opportunities offered by Singapore's advantageous trading position.

No contribution was made towards the cost of Imperial Defence. It has not been possible to prepare a statement of the assets and liabilities of the Colony of Singapore as a final decision has not been arrived at regarding the distribution of assets and liabilities between Singapore and the Malayan Union on the separation of the Settlements of Penang and Malacca from Singapore and secondly because the Malaya (Unallocated) Account (to which all expenditure in connection with relief supplies and expenditure which was not capable of accurate apportionment has been debited) has not been finally apportioned.

Public Debt

The Straits Settlements 3% Loan 1962/72 amounting to $30,000,000 was issued on the 15th October, 1936. The loan is managed by the Chartered Bank of India, Australia and China, Singapore. This loan was allocated entirely to the Singapore and Penang Harbour Boards which bear all charges for interest and sinking fund.

The Straits Settlements 3% War Loan 1952/59 amounting to $25,000,000 was issued on 2nd September, 1940.

This loan was raised for the purpose of making a contribution to the Imperial Government towards the cost of financing the prosecution of the war. The loan was secured as to both principal and interest upon the general revenues and assets of the Colony. The interest on the loan is not liable to any tax which may be introduced in the Colony other than Estate Duty. The Crown Agents, acting as the Straits Settlements Government Trustee, manage the sinking fund by investing the money set aside in accordance with the provisions of section 16 of the General Loan and Inscribed Stock Ordinance (Chapter 236). The Hongkong and Shanghai Banking Corporation, Singapore, manage the loan on behalf of the Straits Settlements Government.

The Straits Settlements 3% War Loan 1953/60 amounting to $10,000,000 was issued in July, 1941. This loan was raised for the purpose of making a further contribution to the Imperial Government towards the cost of financing the prosecution of the war. The principal and interest are both secured upon the general revenues and assets of the Colony. The interest on the loan is not liable to any tax which may be introduced in the Colony other than Estate Duty. The Crown Agents manage the sinking fund. The Chartered Bank of India, Australia and China, Singapore, was appointed to manage the loan on behalf of the Straits Settlements Government.

War Savings Certificates were issued from the 1st September, 1940, through the Post Office. The amount of the issue was limited to $20,000,000, but the sales amounted to $8,675,378 only. The whole of this amount was donated to the Imperial Government as a contribution to the cost of prosecuting the war. The principal and

interest are both secured upon the general revenues and assets of the Colony. A sum is appropriated annually from the general revenues and assets of the Colony and placed to the credit of the War Savings Certificates Sinking Fund.

The Singapore 3% 1946 Rehabilitation Loan 1962/70 amounting to $50,000,000 of which the first issue of $25,000,000 raised on the 8th July, 1946 was fully subscribed, the remaining $25,000,000 was issued on tap from the 12th October, 1946 and was fully subscribed. The principal and interest are charged upon the general revenues and assets of the Colony. Sinking fund contributions are appropriated at half-yearly intervals from the general revenues. The loan is managed by the Hongkong and Shanghai Banking Corporation, Singapore.

TAXATION

The customs tariff is restricted to three items, tobacco, petroleum and intoxicating liquor, collected under the authority of the Tobacco Duties Ordinance (Chapter 222), the Pètroleum Revenue Ordinance (Chapter 224) and Liquors Revenue Ordinance (Chapter 223).

The duties on tobacco, intoxicating liquor and petroleum were increased during the year. Tobacco with effect from 23rd June, 1947, intoxicating liquor with effect from 27th March, 1947 and petroleum with effect from 1st July, 1947 in accordance with the Tobacco (Duties) Order 1947, the Liquors Revenue (Duties) Order 1947 and *Gazette* S. 208/1947 (under section 2—Public Revenue Protection Ordinance) respectively.

The duties, old and new, are set out in the following schedule:—

CUSTOMS TARIFF

	Rate up to 23.6.47 per pound	*Rate after 23.6.47 per pound*
A. TOBACCO:		
I. *Full Rate*—	$ c.	$ c.
Cigars and snuff	7 00	11 00
Cigarettes	3 50	5 50
Unmanufactured tobacco	2 70	4 40
Manufactured tobacco (excluding cigars, cigarettes and snuff) imported in containers of any kind for retail sale to the public	3 50	5 70
Manufactured tobacco (excluding cigars, cigarettes and snuff) not otherwise provided for	3 00	5 00
II. *Imperial Preference Rate*—		
Cigars and snuff	6 00	10 00
Cigarettes	3 00	5 00
Unmanufactured tobacco	2 50	4 20
Manufactured tobacco (excluding cigars, cigarettes and snuff) imported in containers of any kind for retail sale to the public	3 30	5 50

	Rate up to 27.3.47	Rate after 27.3.47
B. INTOXICATING LIQUORS:		
I. *Full Rate—*	$ c.	$ c.
Rectified spirit	42 00 per proof gal.	52 50 per proof gal.
Brandy and any other intoxicating liquor not hereinafter provided for	42 00 „	52 50 „
Brandy in bottle and accepted by the Comptroller as not exceeding 81% of proof spirit	35 00 per gal.	43 75 per gal.
Whisky, Rum and Gin ..	42 00 per proof gal.	52 50 per proof gal.
Whisky, Rum and Gin in bottle and accepted by the Comptroller as not exceeding 81% of proof spirit ..	30 00 per gal.	37 50 per gal.
Toddy-arrack, Saki, Pineapple spirit and Samsu (including Medicated Samsu) ..	17 50 per proof gal.	22 00 per proof gal.
Bitters and Liqueurs not exceeding 100% of proof spirit	42 00 per gal.	52 50 per gal.
Sparkling wines not exceeding 42% of proof spirit ..	32 00 „	40 00 „
Still wines exceeding 26% but not exceeding 42% of proof spirit	16 00 „	20 00 „
Still wines not exceeding 26% of proof spirit ..	8 00 „	10 00 „
Ale, Beer, Stout, Porter, Cider and Perry	2 80 „	2 80 „
II. *Imperial Preference Rate—*		
Brandy	35 00 per proof gal.	43 75 per proof gal.
Brandy in bottle accepted by the Comptroller as not exceeding 81% of proof spirit	30 00 per gal.	37 50 per gal.
Sparkling wines not exceeding 42% of proof spirit ..	24 00 „	30 00 „
Still wines exceeding 26% but not exceeding 42% of proof spirit	12 00 „	15 00 „
Still wines not exceeding 26% of proof spirit ..	6 00 „	7 50 „
Ale, Beer, Stout, Porter, Cider and Perry	2 40 „	2 40 „

	Rate up to 1.7.47	Rate after 1.7.47
C. PETROLEUM:	$ c.	$ c.
Petrol	0 35 per gal.	0 68 per gal.
Kerosene	0 05 „	0 05 „

EXCISE DUTIES

Excise duties are collected on intoxicating liquor distilled or prepared under licence in the Colony.

The excise duties are collected under the authority of the Liquors Revenue Ordinance and the rates of duty were increased on 27th March, 1947 in conjunction with the increase of customs duty noted

above. The duty on "Other Intoxicating Liquor" item 'C' in Third Schedule was increased with effect from 2nd April in accordance with the Liquors Revenue (Duties—Local Liquors Amendment) Order 1947. The following schedule gives details of the old and new rates:—

	Rate up to 27.3.47	*Rate after 27.3.47*
	$ c.	$ c.
Samsu (including Medicated Samsu)	15 00 per proof gal.	18 75 per proof gal.
Ale, Beer, Stout, Porter, Cider and Perry	2 40 per gal.	2 40 per gal.

	Rate up to 27.3.47	*Rate up to 2.4.47*	*Rate after 2.4.47*
	$ c.	$ c.	$ c.
Other intoxicating liquor	35 00 per proof gal.	22 00 per proof gal.	43 75 per proof gal.

ENTERTAINMENT DUTY

Entertainment duty is collected under the authority of the Entertainment Duty Proclamation and (since resumption of the Civil Government on 1st April, 1946) the Transfer of Powers and Interpretation Ordinance 1946. The rates remained unchanged throughout the year.

Rates	*Duty*
Where the payment for admission (including the amount of the duty)	
does not exceed 10 cents	none
exceeds 10 cents but does not exceed 20 cents	5 cents
" 20 " " " 30 "	10 "
" 30 " " " 50 "	15 "
" 50 " " " $1.00 "	25 "
" $1.00 " " " $1.50 "	40 "

and thereafter an additional 20 cents of entertainment duty for every increase of 50 cents in payment for admission.

ANALYSIS

The yields under the principal items of taxation were as follows:—

	$ c.
Liquor Duties	11,093,048 00
Petroleum Revenue	6,180,726 00
Stamp Duties	966,098 28
Estate Duties	1,620,710 00
Tobacco Duties	16,566,863 00
Entertainment Duties	3,535,092 00

ESTATE DUTY

Estate duty is collected under the Estate Duty Ordinance (Cap. 227) on the estates of deceased persons.

The rates of estate duty form a graduated scale, rising from 1% to 40% according to the aggregate value of all the property liable to duty on the death.

The Estate Duties (War Deaths) Remission Order 1947 was brought into force on the 1st April, 1947. Under this Order estate duty is totally remitted on the death of war casualties on the first $40,000 of property passing to certain specified relatives.

The total amount of estate duty collected in the year 1947 was $1,620,710.38.

Stamp Duties

Stamp duties are imposed on all documents required to be stamped under the provisions of the Stamp Ordinance (Cap. 228).

The principal duties are:—

Agreement under hand only ..	25 cents.
Bill of Exchange including Promissory Note	5 cents for every $100 or part thereof.
Cheque	4 cents.
Conveyance	$1.50 for every $250 or part thereof.
Mortgage	$1.00 for every $500 or part thereof.
Receipt	4 cents.

The total amount of Stamp Duties (various revenue services) collected in the year 1947 was $650,624.73.

The Stamp Ordinance also provides for the imposition of a duty on totalisator bets and sweepstakes. The rate of duty was increased from 5% to 10% with effect from the 17th October, 1947. Racing was not resumed at the Singapore Turf Club until November, 1947. The total amount of duty collected in the year 1947 on totalisator bets and sweepstakes was $305,473.55.

CHAPTER IV

CURRENCY AND BANKING

CURRENCY

The currency circulation as at 31st December, 1947 was as follows:—

	$	c.
Notes:—		
(i) Pre-invasion issues *i.e.* notes issued before 15th February, 1942	94,131,786	86
(ii) Re-occupation issues *i.e.* notes issued since the liberation of Malaya	317,972,060	06
(iii) Total notes issued into circulation ..	$412,103,846	92
Coins:—		
(i) Coins in circulation as at 15th February, 1942—		
Silver	24,103,421	45
Copper or bronze	3,022,538	00
(ii) Coins issued into circulation since the liberation of Malaya—		
Silver	1,406,903	35
Copper or bronze	234,963	34
(iii) Total coins issued into circulation ..	$28,767,826	14

The note circulation as at 15th February, 1942, was $221,323,742.30 and, as intimated in the Report for 1946, the policy of withdrawing gradually the pre-invasion issues (i.e. notes circulating at 15.2.42) continues. As at 31st December, 1947, pre-invasion issues to the value of $127,191,955.44 have been withdrawn from circulation leaving a balance of $94,131,786.86 still in circulation at that date.

As stated in the 1946 Report the active circulation of coin, other than copper or bronze coin, is almost nil. The inclination on the part of the public to hoard, coupled with the fact that a large proportion of the coin has probably been melted down for ornamental and industrial purposes, accounts for the present scarcity. Large stocks of 1-cent copper coin are, however, available with the Commissioners against public demand, and a new issue of higher denomination coin, minted from cupro-nickel will shortly be put into circulation, replacing the issue of notes of denominations of less than $1 and of silver coin. In the meantime, no efforts are being spared to maintain the present note issues in as good a condition as possible by the rapid replacement of notes considered unfit for further circulation.

Since the liberation, Malayan currency has been circulating in British North Borneo and Sarawak. The undermentioned amounts have been issued into circulation in British North Borneo and Sarawak. (These figures are included in the amounts indicated in para. 1).

	Notes		*Coins*			
	$	c.	$	c.	$	c.
B.M.A. (British Borneo) ..	11,200,000	00	289,080	00	11,489,080	00
British North Borneo ..	4,332,945	00	6,625	00	3,021,625	00
Sarawak	3,015,000	00	13,964	69	4,346,909	69
	$18,547,945	00	$309,669	69	$18,857,614	69

Banking and Exchange

The following banks had establishments in the Colony during the period under review:—

Ban Hin Lee Bank, Ltd.
Bank of China
Banque de l'Indochine
Chartered Bank of India, Australia & China
Eastern Bank, Ltd.
Hongkong & Shanghai Banking Corporation
Indian Bank, Ltd.
Indian Overseas Bank, Ltd.
Kwangtung Provincial Bank
Kwong Lee Banking Co., Ltd.
Lee Wah Bank, Ltd.
Mercantile Bank of India, Ltd.
National City Bank of New York
Netherlands Trading Society
Netherlands India Commercial Bank
Oversea-Chinese Banking Corporation
Sze Hai Tong Banking and Insurance Co., Ltd.
United Chinese Bank, Ltd.

In spite of the various controls operating in respect of trade generally, banking continues to show a steady increase and reflects the increased trade of the Colony.

Financial transactions are now possible through banking channels in respect of private trade with Germany.

During the year six additional members of the Malayan Exchange Banks Association were given wider powers in their capacity of

official agents of the Foreign Exchange Control. They are:—

Bank of China
Banque de l'Indochine
National City Bank of New York
Netherlands Trading Society
Netherlands India Commercial Bank
Oversea-Chinese Banking Corporation, Ltd.

Post Office Savings Bank

The number of depositors in the Straits Settlements Savings Bank on the 31st December, 1947, was 88,571 as compared with 75,581 on the 31st December, 1946—an increase of 17%. During the year, 18,447 new accounts were opened while 5,458 accounts were closed.

The amount standing to the credit of depositors on the 31st December, 1947, was $30,324,421 as compared with $22,867,409 on the 31st December, 1946. The average amount to the credit of each depositor was $303 and $342 at the end of 1946 and 1947 respectively.

Seventy thousand and ten withdrawals on demand were made during the year, as against 41,432 in 1946 and 2,079 withdrawals by telegraph as compared with 758 during 1946.

CHAPTER V

COMMERCE

Singapore, as the principal port of Malaya, handles some 70% of its direct foreign trade. Singapore is a free port and through this long-established policy has maintained a large volume of entrepot trade additional to that in merchandise consigned to or from the Malay Peninsula.

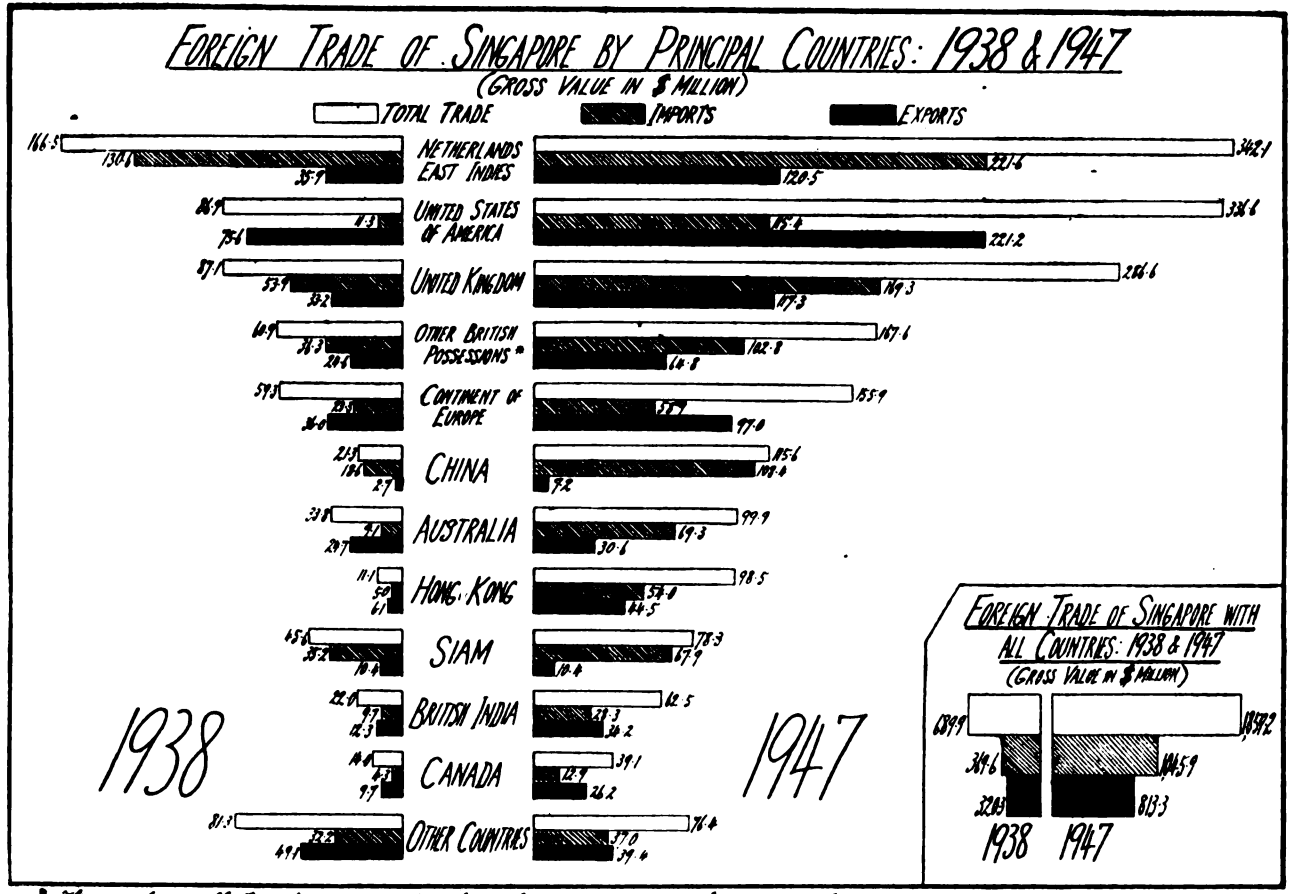
For many years the foreign trade statistics of Malaya have been combined and published on a Pan-Malayan basis and any statistics extracted for particular ports of Malaya must be read with due care. For the purpose of this Report, statistics and charts have been specially prepared covering the foreign trade only of the colony of Singapore, that is to say, all movements of merchandise between Singapore and the Federation of Malaya have been excluded. In an interpretation of these figures it must, therefore, be carefully borne in mind that Singapore consumption can not be assessed from its retained imports which are spread over the whole Peninsula, and in the same way the difference between Singapore's foreign imports and exports can not be taken as a measure of Singapore's visible trade balance since the trade with the Federation is not included.

The value of Singapore's total recorded foreign trade during 1947 was $1,859,193,027: imports amounting to $1,045,896,434 and exports to $813,296,593. The distribution of this trade to the principal countries together with a comparison with 1938 is shown in Chart A.

Trading conditions in Singapore during 1947 were still considerably handicapped by the restrictions imposed by international controls, but nevertheless it will be observed from Chart A that commendably rapid progress was achieved in recovering pre-war trade.

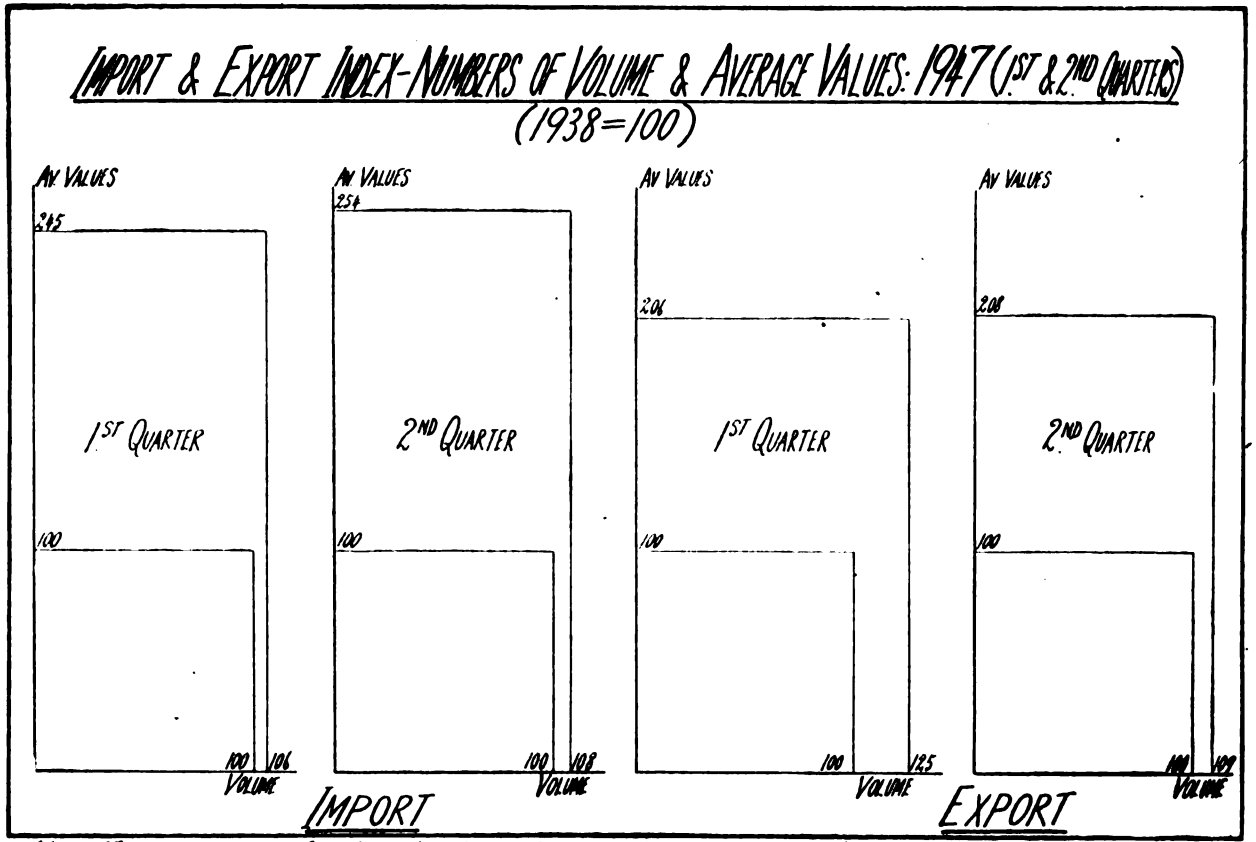
A large volume of trade with the N.E.I. representing some 18% of the total trade, illustrates the extent to which Singapore's important entrepot trade has been maintained. The most noticeable feature of the trade with the N.E.I. was the steady improvement in the ratio between imports, which are almost entirely produce, and exports, which are mainly re-exports of manufactured articles. In pre-war days N.E.I. had a very high favourable trade balance with Malaya, the average ratio between Malayan imports from the N.E.I. and exports to the N.E.I. being 5 : 1. These figures were to a certain extent exaggerated since transit trade *via* Singapore on through bills of lading was not recorded and this transit trade was mainly in

CHART A



* This includes all British countries other than those shown separately in this chart

CHART B



NOTE. The area is proportional to the total declared value of merchandise imported or exported during the quarter. For comparison of volume, read horizontally; for comparison of average values, read vertically.

CHART C

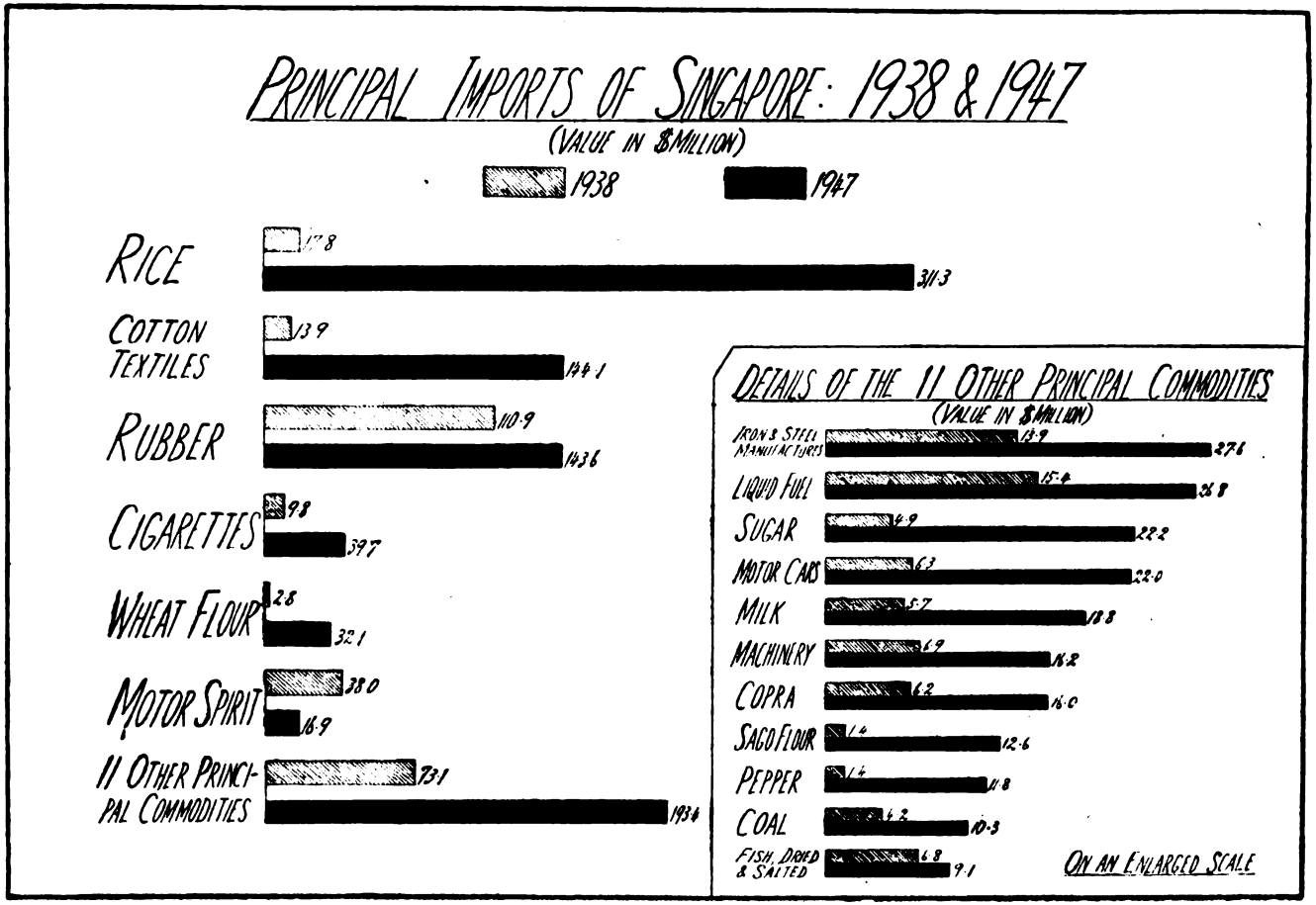
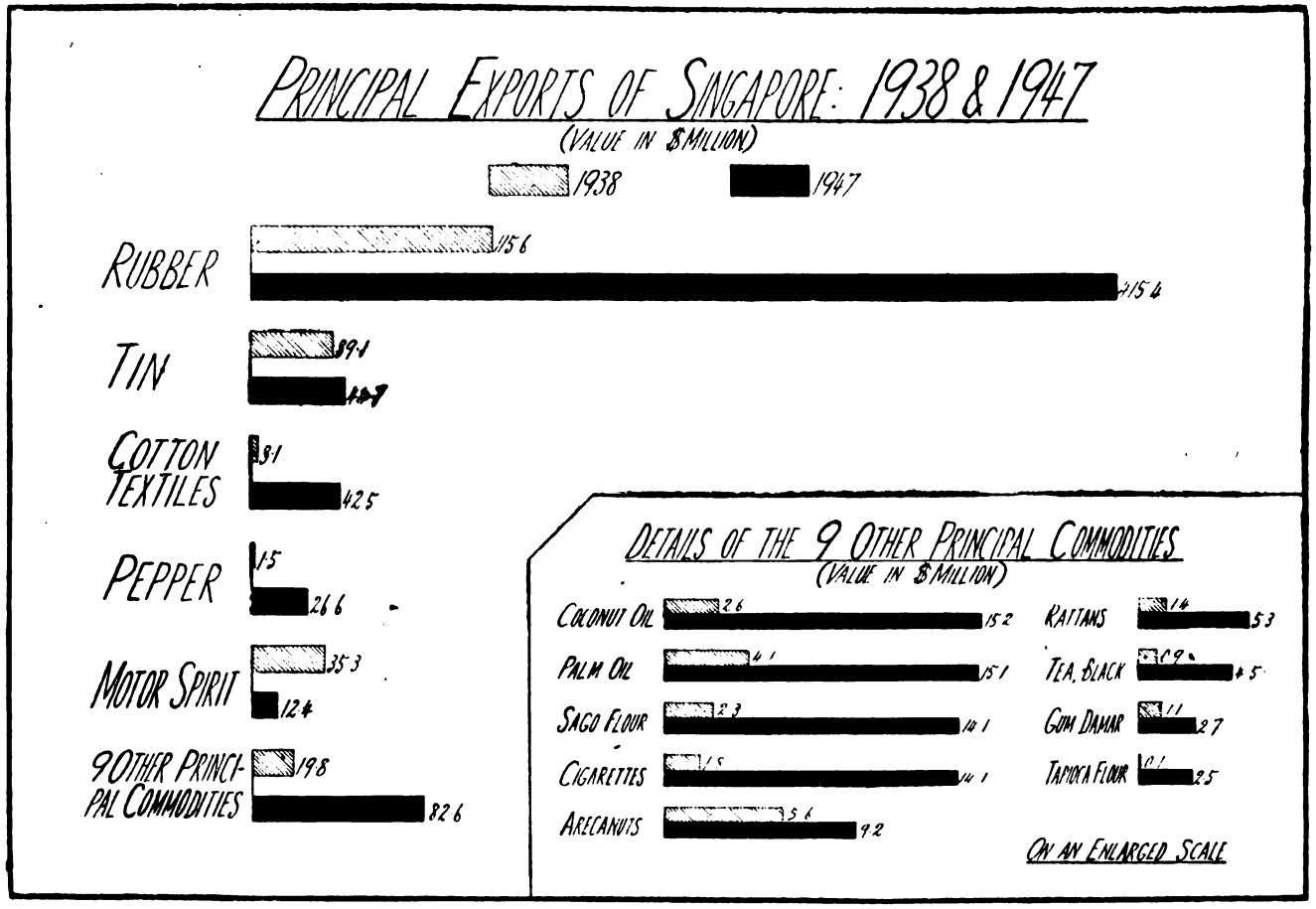


CHART D



manufactured articles to the N.E.I. In the immediate post-war period with unsettled conditions in the N.E.I. the ratio of trade balance was again approx. 5 : 1, but as supplies of textiles and other consumer goods improved and adequate availabilities for domestic consumption within Malaya enabled controls on re-exports to be relaxed the ratio steadily decreased, and, despite the setback to trade with Sumatra caused by the naval blockade which accompanied police action by the Dutch in July, the ratio had fallen to slightly under 2 : 1 by December, 1947.

Trade with U.S.A. also represented 18% of Singapore's total trade, rubber being the outstanding item. Trade with U.K., chiefly imports of manufactured articles and exports of rubber, tin and other produce, amounted to 15% of Singapore's foreign trade.

Compared with pre-war years the value of Singapore's trade is extremely high, but this is accounted for to a very considerable degree by the greatly increased values of merchandise other than rubber. It has been found possible to make a contrast by volume, and Chart E gives the volume as well as the value of trade during the first and second quarters of 1947 in comparison with the volume and value of trade in the same quarters of 1938.

Charts C and D respectively show in readily understandable form the principal imports and exports by commodities.

Rubber.—During the period under review 259,080 tons were imported from abroad—197,615 tons from N.E.I. and 11,698 tons from Siam. The total amount of rubber exported was 516,506 tons of which 78,585 tons were consigned to the U.K. and 240,011 tons to the U.S.A. These figures establish high records for imports and re-exports, the commodity being of major importance to Singapore's entrepot trade.

Tin.—The Ministry of Supply Tin Ore Buying Agency ceased to purchase tin on 31st December, 1946, and from the beginning of the year the Straits Trading Company resumed buying. Tin exports amounted to 13,453 tons of which 6,025 tons were consigned to U.S.A., 2,390 tons to British India and 2,330 tons to Canada.

Pepper.—This commodity remained a speculative market with good demand generally from consuming countries throughout the year. The principal purchasing countries for black pepper were U.S.A., Hongkong and the Netherlands, and white pepper was chiefly shipped to U.K., Hongkong, Sweden and Australia. Large stocks of pepper were held by dealers at the beginning of the year, but by the close of the year supplies of white pepper were difficult to obtain. Exports of black pepper for the year were 7,615 tons against imports of 4,545 tons, while the exports of white pepper were 7,456 tons against 3,040 tons imported.

Copra and Coconut Oil.—Destinational control on exports had a deterrent effect on the Singapore market during the year. In

November changes were instituted with the specific object of fostering production and encouraging the entrepot trade. Coconut oil expressed from Malayan copra was allowed destination-free export upon proof that an equivalent quantity had been shipped to the Ministry of Food in the U.K., while important extra-allocation foreign copra was allowed to be re-exported freely to any destination either in the form of copra or coconut oil.

Textiles.—Large late deliveries from the U.K. coinciding with heavy arrivals from the U.S. led to a greatly improved stock position early in the year, chiefly in white, dyed and printed cottons. Consumer prices were considerably reduced in consequence and after the first few months it was found possible to allow substantial re-exports to surrounding countries in short supply, where they proved invaluable priming for the large variety of produce which the entrepot of Singapore attracts, grades and re-exports. In 1947 textiles (value $45½ million) climbed to 3rd place on Singapore's export list.

Pineapples.—During the April/June 1947 season one cannery in Singapore was licensed for pineapple packing, while for the succeeding November 1947/January 1948 pack this number was increased to three. There is no shortage of canning productive capacity, but the rehabilitation of one of the Colony's major pre-war industries is largely frustrated by a shortage of fresh fruit supplies.

A committee was set up in Johore in the middle of the year to discuss the re-organization of the industry and under its ægis a considerable increase in pineapple planting has taken place in Johore.

The estimated output (including 2 factories in Johore) is 200,000 cases in 1948 and 400,000 cases in 1949. During the year 1947 the actual exports from Singapore amounted to 86,402 cases valued at $2,427,876. Half of the exports went to Eire and the remainder to Palestine and the Persian Gulf ports.

Exporters are still desirous of re-entering the U.K. market, but have so far been hampered by the low prices offering there. With an increase in the fresh fruit supply it is hoped that the cost of production will diminish and thereby facilitate a re-commencement of sale to the U.K. Prior to the war this was the industry's main market, taking over 2 million cases in 1939.

General Market Review

In reviewing the activities and reigning conditions of the Singapore market it can be stated that 1947 was a difficult year for most traders. There are still restrictions on imports from non-sterling sources for the purpose of conserving foreign exchange, and certain commodities are still controlled under the I.E.F.C. On the other hand the granting of general import licences from U.K. and certain other countries, the removal of control over the exports of rubber and

tapioca, and the freer movements of entrepot trade commodities gave a wider field for the apparently unlimited resource and ingenuity of traders.

In the middle of the year the rubber market—which is the index to trade generally—suffered a severe set-back in prices due chiefly to the decision in the U.S.A. to maintain fixed percentages of synthetic rubber in all rubber products. The prices declined from over 45 cents per lb. at the end of March to 24¾ cents at the end of June. During the second half of the year, however, the tendency was gradually upwards and at the close was 39 cents per lb.

The supply of commodities in the hardware and foodstuffs market was in most lines adequate to meet the increased demand due to inflation of salaries and wages, but merchants' difficulties were further increased by frequent releases of large quantities of commodities surplus to the requirements of the Services. In most instances these releases were marketed below world prices, causing much embarrassment to traders with outstanding orders in the same commodities without in many instances giving consumers the benefit of lower prices since the first purchaser was frequently not a *bona fide* trader.

In summarizing the year the outstanding feature is the remarkable resilience of Singapore's trade. The commercial community have by their own endeavours readily seized the many opportunities offered by Singapore's advantageous trading position.

CHAPTER VI

PRODUCTION

Singapore during 1947 further developed its traditional productive activities as a centre of entrepot trade and processing industries. The most marked development has been the expansion of secondary industry. Primary production does not exist on a large scale, its most important aspect being that of the fishing industry.

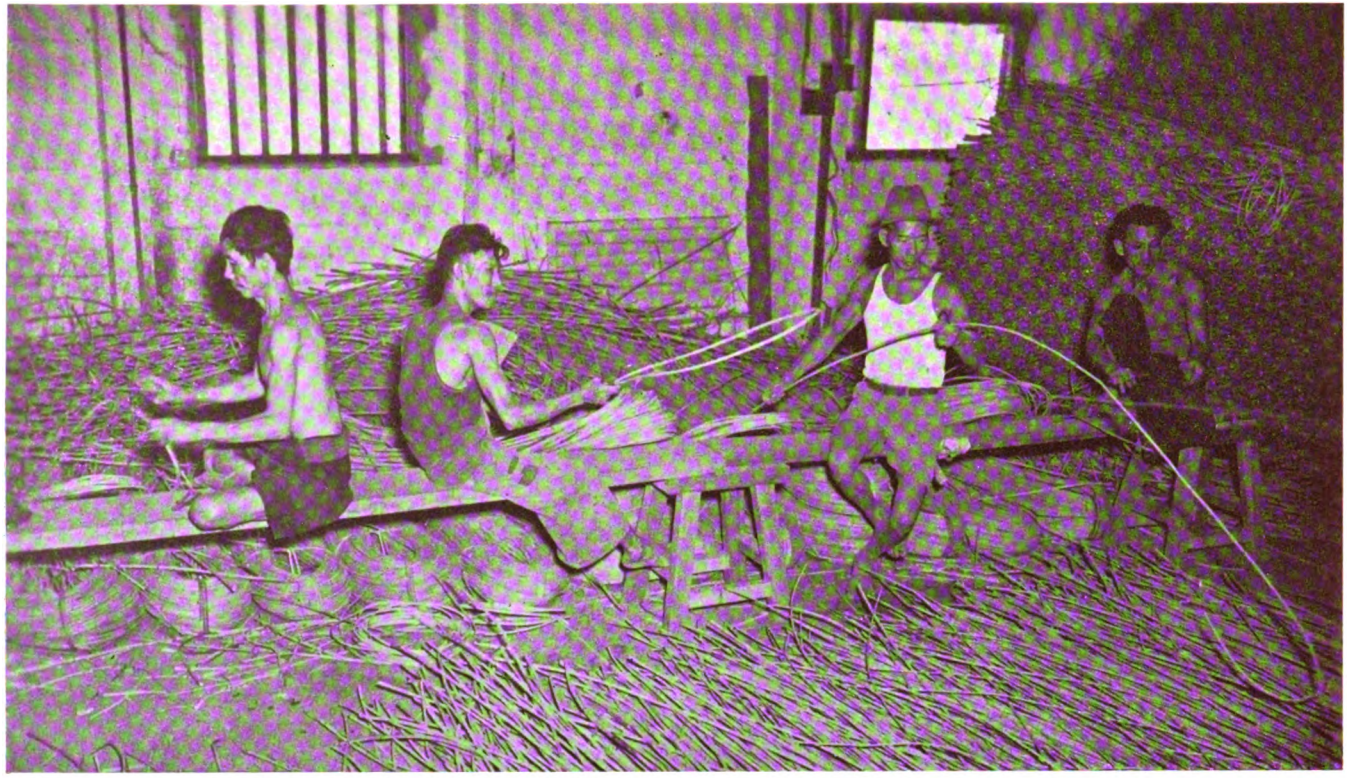
PRIMARY PRODUCTION

Fisheries.—The demand for fresh fish in Singapore is high and the activities of the Fisheries Department were directed towards attaining an abundant supply of all materials required for the industry and to the removal of as many war-time controls as possible. This has resulted in the average daily supply of fish being maintained at the pre-war level of 36 tons per day. The supply of ice has been short, due to the inadequacy of productive capacity, but action taken both by Government and the fish dealers has increased it. The rearing of carp in ponds is an important side of small holding in the Colony and during the year the importation of China Carp by air was instituted with great success. The number of boats engaged in the industry rose from 1,370 at the end of 1946 to 1,530 during 1947 and the number of fishermen, of whom 75% are Chinese, increased from 3,483 to 3,801.

Agriculture.—The agricultural production of the Island is derived from small holdings in the hands of Chinese market-gardeners. Although there is only a limited area of land available for agricultural expansion, during 1947 the area under fresh vegetables showed an increase of 300 acres. Prices received by growers have fallen to some extent but they are still sufficiently high to encourage people to open up new land. A note-worthy change in crop cultivation was an increase in tobacco in the latter part of the year. Dried leaf sold to manufacturers amounted to 10,245 lbs.

Pineapples are being planted on a small scale on the western side of the Island, the area planted in 1947 amounting to 135 acres as compared with 15 acres in 1946. This increase in planted area is aimed at production for the local markets rather than for canning purposes.

The estimated total area under all types of cultivation is 69,206 acres compared with 68,715 acres in December, 1946.



GRADING ROTAN

After the rotan has been washed, the unwanted ends are cut off and it is graded for re-export. The traditional entrepot trade of Singapore was built up on the specialized knowledge of the qualities of "Straits produce" on the one hand, and the needs of foreign markets on the other.

Animal Husbandry.—The chief activities are the breeding of pigs and poultry for the local market. The number of pigs bred locally and marketed increased from 35,588 in 1946 to 60,954 at the end of 1947. It is estimated that poultry in the Colony number one million.

Dairying is to a large extent carried on by Indians with Indian breeds of milch-cows and milch-buffaloes, but there is one dairy farm under European management run on modern lines.

The main duty of the Veterinary Department is the administration of the quarantine laws, designed to prevent the introduction of disease and to control the epizootics which may occur in the Colony. All animals imported into the Colony whether for slaughter or other reasons are subjected to strict quarantine.

Secondary Industries

A general review of the future of Singapore as a centre of trade and an indication of the possibilities of future industrial expansion has been given in Part I of this Report. In this section some details will be given of the industries already operating and of those projects for which the preliminary work has been carried out. These will be dealt with separately as processing industries, finishing industries and new industrial projects.

Processing Industries

The Colony is most favourably situated as a collecting centre and a processing centre for the various products brought in from neighbouring territories. These are processed and graded by Singapore merchants and exported under the name of "Straits Produce". That trade term includes all agricultural or mineral products grown or produced in the Malayan Archipelago, and brought to British Malayan ports for the purpose of bulking, grading or otherwise preparing for shipment to consuming countries.

The processing industries concerned include rubber milling and grading, copra grading and oil milling, rattan manufacture, tobacco manufacture and the processing of forest products either for local consumption or for re-export.

Rubber Milling.—In this industry, which employs a labour force of more than 5,000 men and women, there are eight Chinese companies operating twelve milling factories and two European companies operating one each.

This industry is one of the greatest potential earners of foreign exchange in Singapore as much of the Para rubber which comes into the port has to be remilled into various grades of crepe before it can be exported to manufacturers in U.S.A. or the U.K.

Tin Smelting.—The tin-smelting industry was before the war the most important industry in Singapore, but has been severely handicapped by reason of the severe war damage suffered by the plant. During 1947 progress towards rehabilitation advanced further and the works are again able to deal with all available tin ore supplies. As greater supplies of tin ore become available the industry should regain its world-wide prestige.

Oil Milling.—There are six pre-war and three post-war mills in operation. With one exception, the mills are privately owned by Chinese with extensive connections with business houses scattered throughout the N.E.I. The oil refined from these mills is being used for soap manufacture, margarine making and for export. The nine mills operating employ 550 people and produce more than 4,000 tons per month.

Soap Manufacture.—Soap manufacture has been greatly stimulated by lack of imported soaps during the post-occupation period, and there are now four large and several small factories. These factories are in the process of improving the process of manufacture in order to expand their newly-won export trade to the N.E.I., Hong Kong, Burma and the Middle East.

Brick Works.—More than 530 people are employed in the 13 brick works operating in Singapore. The present production of 1,500,000 bricks per month is absorbed in the local market and the small pre-war export trade in these products has not yet been resumed.

Sawmills.—The most important produce of these mills is sawn timber. There are 30 sawmills in Singapore which buy logs and their potential outturn ranges as high as 55 tons of sawn timber per day. During 1947 the export of sawn timber was 16,152 tons and the main buyers were from Shanghai, Hong Kong and N.E.I.

Early in the year the demand for sawn timber slumped and production became uneconomic as the employees refused to accept wage cuts comparable with the fall in prices, so that several of the larger mills closed down. The prices of most timbers have fallen steadily and are in some cases 40% below those of 1946, although the wages paid in most mills at the close of the year were the same as those paid in January.

Finishing Industries

Singapore is favourably situated on the world's main trade routes to ensure a continual supply of shipping for those industries which depend on imports of raw materials.

There are several industries of this type ranging from engineering and foundry works to biscuit factories and breweries. Perhaps the most significant development in this type of industry

during 1947 has been the expansion in engineering works. While some of the engineering works are only subsidiary to the tin, rubber and oil milling industries, the major firms manufacture complete articles such as tin dredges and oil and rubber milling machines. Concrete pipes and steel pipes are manufactured in the Colony and the demand for these products will grow, as development schemes are put into operation, so long as they can be produced locally cheaper than the cost of the imported articles.

The motor-car assembly plant established in Singapore before the war by a world-wide organization suffered severe war damage but operations recommenced during 1947. The close of the year saw the rehabilitation of the plant almost complete and the assembling of passenger cars was in progress.

This company plans a further development in the number of manufacturing operations carried out locally, thereby increasing local industry and employment. The completed products of this plant are shipped to the Netherlands East Indies, Siam and other neighbouring territories.

Latest developments in the uses of rubber for the manufacture of building materials, belting and hose for transport of petroleum products and vegetable oils have been applied by a company operating in Singapore. This factory is also engaged in the manufacture from plastic materials of engineering fittings and moulded articles for domestic use.

In Singapore facilities for ship repairing are provided by the Singapore Harbour Board, not only for ocean-going ships but also for local coastal shipping and the oil tankers which load at oil fields in South East Asia.

Singapore has the only factory in the whole of the Malayan Peninsula which is properly equipped to manufacture paints, varnishes and wax polishes. Given sufficient raw materials this industry will undoubtedly expand, as paint and allied products play a large part in protecting buildings and equipments against the humid conditions found in this area.

New Industrial Projects

Quite apart from the processing and finishing industries which are in the main complementary in some way to the entrepot trade of Singapore, there are growing up secondary industries of what may be called a domestic kind producing manufactured goods for the markets of neighbouring countries. The erection of a large glass-manufacturing plant was undertaken in 1947 and it is expected that production of glass products will begin early in 1948. A factory to produce batteries for distribution in South East Asia was completed

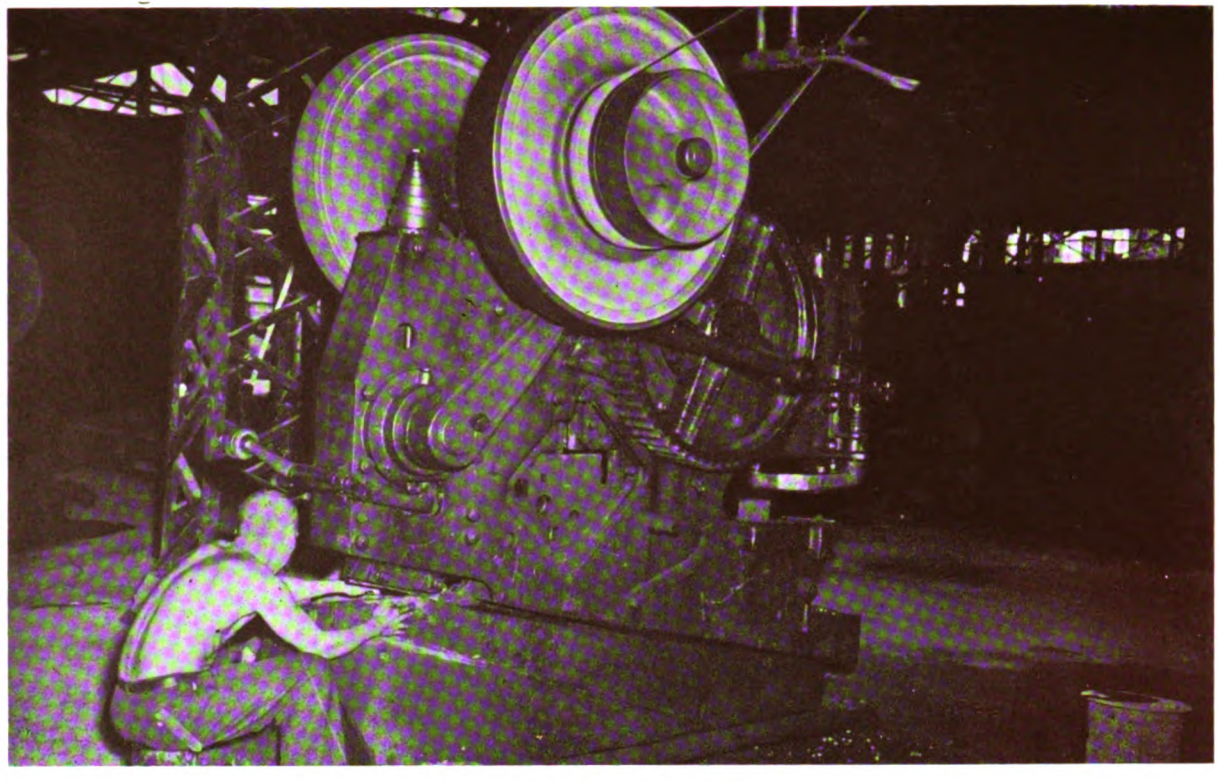
at the end of 1947 and is expected to begin operations in March, 1948 when it will give employment to over 400 factory workers in addition to the office and supervisory staff.

Co-operative Societies

At the end of 1947 there were thirty-six registered Co-operative Societies and one Co-operative Urban Union in the Colony. The thirty-six societies comprised twenty-one Thrift and Loan Societies, ten Labourers' Co-operative Credit Societies, one Fishermen's Co-operative Credit Society, two Thrift and Investment Societies, one General Purposes Society and one Co-operative Store.

The total membership of the thirty-six primary societies on the 31st December, 1947 was 13,300. The twenty-one Thrift and Loan Societies had a sum of $1,015,251.97 invested in Trustee securities. Four secondary school scholarships were awarded to the children of co-operators by the Singapore Urban Co-operative Union.

A new branch of the Singapore Co-operative Store was opened in the Fullerton Building in August and at the end of the year arrangements had been made for a second branch to be opened in the Singapore Harbour Board area.



A SKILLED MECHANIC

This type of industrial activity is increasing in Singapore where the demand for skilled mechanics exceeds the supply.

CHAPTER VII

SOCIAL SERVICES

A.—Education

1947 was marked by very definite advances in all phases of education. Many of these advances were apparent to even a casual observer but the real advance, from an educational standpoint, was less obvious. During 1946 many schools had re-opened, and everyone connected with them was very busily occupied, but it was still very apparent that the essence of school life, a spirit of pride in and devotion to the school, had not yet fully reappeared. Boys and girls had gone back, or been sent back, to pick up again the threads of a life they had almost forgotten; the scene was unfamiliar, not only through the lapse of time, but through the change in the face of the schoolroom, the absence of the old equipment, the feeling that everything was but a pale ghost of what it had been.

There was a great improvement in this respect in 1947. Buildings were made more spruce in appearance, much of the furniture and a little of the equipment reappeared, pupils settled down again to a healthy routine of work and discipline, encouraged by better food, exercise, and freedom from fear; and the consequent sense of well-being was reflected in the habits inside and outside the classroom. The school became once again something more than a place where one spent, perforce, a few hours every day; membership of a class became a pride and an honour, the neighbours on either side ceased to be competitors in a race whose rules were not very clear, and became colleagues and partners in an undertaking which involved more than the absorption of strange learning.

Among the more obvious material advances during the year were a valuable increase in the supply of text books, great improvement in the transport available, rehabilitation work on many school buildings and playing fields, and the release by the Services of all school buildings which had been occupied by them. This last fact meant that several schools will in 1948 be able to return to their pre-war homes, and some will cease to be in the embarrassing position of afternoon guests in other buildings. One building, used before the war as a Japanese school, was obtained on monthly rental from the Custodian of Property, and the rebuilding of two former English schools which were destroyed during the war was well under way when the year closed. Much still remains to be done before the

position will be comparable to that of 1941, and before the very large expansion approved in principle by Government can be undertaken, but the position generally has improved so much during 1947 that in 1948 experiments and small beginnings of expansion will be possible. Meanwhile the expedients adopted during 1946 to deal with the abnormal situation have been continued and extended, with the result that more pupils than ever before are being accommodated in fewer Government and Government-controlled schools, while grants-in-aid to schools under private management have been raised to nearly four times their pre-1941 level.

Administration.—The senior staff available for administration purposes was still extremely small, being little more than half that which was fully occupied in tending a smooth-running machine in 1941. Long working hours, and worries of a degree and type unknown in times of pre-war peace, were shouldered cheerfully by all concerned, down to the most junior clerk and peon, and with improving health the amount of work done by all the staff was most commendable.

The new system of administration functioned smoothly. The educational system of Singapore has much in common with that of the Federation and close co-operation between the two headquarters was continued. The headquarters staff in Singapore consisted in 1947 of the Director of Education, Deputy Director of Education and Inspector of Schools. The Deputy Director and Inspector of Schools, besides their general administrative duties, were also in particular responsible for the Government and Government-aided English schools, and the Malay schools, there being an Assistant Inspector of Malay Schools to assist in the latter branch. Chinese schools were supervised by an Assistant Director of Chinese Education, with one Inspector of Chinese Schools and two Assistant Inspectors of Chinese Schools, while the non-aided English schools, and the Indian schools, were under a Supervisor of Private Schools assisted by an Assistant Supervisor of Private English Schools, and an Assistant Inspector of Indian Schools. There was thus a total staff of five seniors and six assistants to administer the department and to inspect 282 registered schools, with an enrolment of 91,973. There were in addition approximately 200 small unregistered schools. The clerical staff averaged 21.

Enrolment.—The following table gives the 1947 enrolment figure in registered schools as compared with 1946. The entry "miscellaneous" includes one trade school, four commercial schools, five Arabic schools, one technical school, one music school, one science school and one English school on Christmas Island owned by the Phosphate Co., for which Government provides the teachers.

	No. of Schools		Enrolment	
	1946	1947	1946	1947
ENGLISH SCHOOLS:				
Government	13	13	7,205	7,615
Aided	16	16	10,947	11,899
Private	23	39	5,669	9,581
Total ..	52	68	23,821	29,095
CHINESE SCHOOLS:				
Aided	36	49	26,060	33,291
Private	89	105	20,639	20,187
Total ..	125	154	46,699	53,478
MALAY SCHOOLS:				
Government	26	34	5,551	6,352
Aided	—	1	—	111
Total ..	26	35	5,551	6,463
INDIAN SCHOOLS:				
Aided	2	5	294	576
Private	2	6	244	343
Total ..	4	11	538	919
MISCELLANEOUS	—	14	—	2,018
Grand Total ..	207	282	76,609	91,973

Of the 1948 total of 91,973, 29,977 were girls.

English Schools.—Instruction through the medium of English was again provided by three agencies, Government, Christian missions and private boards and individuals. The schools are divided into three groups, the first, Government schools, comprising 12 boys' schools and one girls' school, with an enrolment of 6,645 boys and 970 girls. The whole expense of this group is borne by Government. The aided schools form the second group, and include 9 boys' schools and 6 girls' schools run by missions, together with one girls' school under the control of a board of influential Singapore Chinese, the enrolment being 6,341 boys and 5,558 girls. Government pays the difference between approved expenditure and income, the former including staff salaries, donations to provident funds, capitation grants, and half the cost of approved repairs or extensions to buildings. The income is, as a rule, confined to receipts from school fees. The third group, private schools, include afternoon schools run in Government and Government-aided school buildings, in addition to the purely private schools which receive no grants, but are subject to registration and inspection by the Department of Education.

Of the 29,095 pupils in English schools in Singapore 3,464 were receiving secondary education, the remainder being in lower standards. These schools are open to children of all races; 21,973

or 75.7%, were Chinese, the rest consisted of 10.5% Indians, 8.3% Eurasians and Europeans, 3.5% Malays, and 2% children of various other races.

Fees in Government and aided schools are $2.50 p.m. for the first 7 years, and $4 p.m. in secondary classes. Three thousand seven hundred and twenty-four pupils in these schools held scholarships or were given exemption from payment of school fees.

Chinese Schools.—The number of registered Chinese schools increased from 125 to 154, and the enrolment at the end of the year was 36,877 boys and 16,601 girls. There were in addition over 150 schools whose buildings were not yet fit for registration. As before, all these schools were run under private management, but the number receiving grants, on a capitation basis, from Government increased from 36 to 49. These aided schools contained 33,291 pupils, or 60.4% of the total for all registered Chinese schools. The grants for the year amounted to approximately $300,000.

Malay Schools.—By using the same building for two schools, one in the morning and one in the afternoon, the number of Government Malay schools was increased from 26 to 34. The one aided school is on Pulau Bukom, off Singapore. The enrolment was 4,621 boys and 1,842 girls. No fees are charged in Government schools, all expenses being borne by Government.

Indian Schools.—An Assistant Inspector for Indian Schools was appointed during the year, and as a result it was possible to give these schools more attention; in fact they got proportionately more attention than any other group, as the number of registered schools was only 11, while 33 others were not yet fit for registration. Five of the registered schools were considered worthy of a grant in aid, again on a capitation basis.

Trade Schools.—The buildings for the Government Trade School, which were completed in 1941, were released by the Services on the last day of the year and although extensive repairs are necessary, it is hoped to occupy them in February, 1948. During 1947 the Trade School was carried on in the old buildings, 63 boys taking courses in Mechanical, Electrical, Radio and Domestic Engineering.

Adult Education.—In addition to the schools run privately, and affording tuition in commercial and technical subjects, evening classes in a variety of subjects including Book-keeping, Typewriting, Shorthand, English, Radio Engineering, Quantity Surveying, Plumbing, Machine Design and Marine Engineering were conducted in one of the Government schools. The total numbers attending were 1,633.

Colleges.—There were two colleges providing post-school education, the King Edward VII College of Medicine, and Raffles College. A report on the former appears in the chapter on Medical

Services. Raffles College provided three-year Diploma Courses in English, History, Geography, Mathematics, Economics, Physics and Chemistry. The buildings, which had been occupied by Japanese and British troops, were not extensively damaged, but much of the equipment has been removed. The bulk of the library was, however, recovered. Those who had been in the final year in 1941 were offered a War Diploma, recognized by the Government of Singapore, on liberation, and 55 accepted it. For those who did not so accept, a special Diploma Examination was held in December, 1946, and 3 candidates were awarded Diplomas. At the Diploma Examination in 1947, 82 candidates were successful. The total number of students in the Trinity Term 1947 was 196, 79 of these being from Singapore.

General.—Although the enrolment in schools increased by over 15,000 during the year, requirements are still far from being satisfied; and future annual wide expansion is planned to secure as early as possible suitable school accommodation for every child of school age. It was decided that in 1947 the admissions to the lowest classes in the school must be normal both in numbers and age. But it was in 1947 and will for some time still be necessary to permit in all schools classes with numbers of pupils in excess of the regulations. The size of classes has therefore remained very high, but the ratio of teachers to pupils improved somewhat during the year.

Singapore has not yet a training college for teachers, and Raffles College was unable to reorganize the fourth professional year of training for teachers. The Department of Education however expanded its Normal Class training system for teachers for English schools, and embarked on training classes for teachers in Chinese and in Indian Schools. Fifty-seven teachers completed the final course in the Normal Class training during the year, and at the end of the year there were 120 others under instruction in the various stages. It is still necessary for the 2nd and 3rd year students to be employed as full-time teachers, but in 1947 the 1st year classes were enrolled as additions to the staffs of schools. Although they are not class teachers, their presence in the schools has been a great help in allowing some of the qualified staff to take advantage of the leave granted them in respect of the period of occupation.

One teacher returned from the Malay Women's Training College, Malacca, and was appointed Supervisor for Malay Girls' Schools, but there were no teachers graduating from Sultan Idris Training College during the year. The supply of qualified teachers for vernacular schools generally was insufficient for the needs of the schools, and it was and still is necessary to permit teachers without the full qualifications for registration to continue to operate.

The teaching of Science in schools had to be restricted very largely to classroom teaching, as no school was able to get science laboratories in action. Small quantities of the apparatus ordered in 1946 arrived at the end of the year, 1947, and the laboratories at Raffles Institution were in process of rehabilitation then. The date on which it will be possible to extend the teaching of this subject now depends upon the date on which apparatus from England becomes available. This applies also to the work in the Trade School which has, however, made arrangements of expediency with such materials as could be obtained locally. Domestic science was re-started in two girls' schools, and many schools held very creditable exhibitions of needlework, art and handwork during the year.

Art, music and physical training all received due attention, and good progress was made in each of these branches, Singapore being fortunate in having on its establishment a specialist in each of these subjects to inspect, advise on and correlate the work in the various schools.

The progress of health, and the details of medical inspections in schools will be found in the appropriate chapter. The Department is deeply appreciative of the close and willing co-operation of the schools health officers, and also of the Public Works Department, Public Relations, School Broadcasting and other Government departments. The value of the Boy Scouts, Girl Guides, Boys Brigade and similar movements must also be recorded.

Education Policy and Development.—A matter of vital importance during the year 1948 was the approval by Government in August of a "Ten-year Programme" for Educational Development in the Colony.

One of the main aims of that programme is the achievement of free primary education for all children—a six-years free primary course in the first instance with extension subsequently to a later stage. Additional schools will be provided annually both by Government building and by extension of the grant in aid system.

In its passage through Advisory Council the programme was subject to a major amendment concerning the medium of instruction in primary schools. In consequence of this amendment parents will be able to elect (irrespective of mother tongue or home medium) that their children shall have English rather than a vernacular as the medium of instruction. Indications already are that the majority of parents will so elect. In such cases the vernacular will be taught as a subject at a later stage; while in schools which commence with a vernacular medium English will be introduced as a subject later.

The programme also provides for the gradual elimination of the present system of separate Malay, Chinese and Indian vernacular schools; and for the development of 'regional schools' where pupils of

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[*From a drawing by Patricia Morley*

BOIANESE

Originally from the island of Bawaan situated half way between Java and Borneo the Boianese have settled in various places throughout Malaysia. They come to Singapore in great numbers and are a hard working element in the population particularly as gardeners and drivers.

all races learning English and a vernacular will intermingle in all the activities of school life as children of the school of their district.

Other important features of the programme are the extension of post-primary education facilities, both for boys and girls, the development of technical education, the establishment of a Teachers' Training College, and wide extension of adult education.

B.—Medical

Hospitals Division

This was the first full working year since the re-establishment of Civil Government with all the pre-war hospital buildings in use. Steady progress has been made with rehabilitation of hospitals and quarters though much still remains to be done. The repairs to the Mental Hospital have been completed and accommodation for 1,800 patients—the pre-war strength—can be made available. Kandang Kerbau Maternity Hospital has had its bed strength increased by 30 beds and only minor work remains to be done to the main building. In the General Hospital the Sisters' and Nurses' Home has been completely overhauled and essential alterations made to improve the living conditions. This building was ready for occupation at the end of the year and sufficient new furniture has been obtained to furnish it completely. The nursing staff had until now been housed in wards and dilapidated quarters widely scattered over the Hospital compound, and the completion of their Home is a big step forward. It also makes possible the further recruitment of nursing staff, which was difficult before on account of lack of accommodation. Lastly, it has released quarters which were badly wanted for the housing of medical officers.

The General Hospital has been expanded to the limit of the capacity of its present nursing staff by the opening up of an additional hundred beds. Of these, 70 are female medical and 30 are in a new Prison's ward. A further 200 beds remain to be brought into use and, these will give the maximum for which there is room in the existing buildings—a possible total of 900 beds.

Good progress has been made along the same lines at the Tan Tock Seng Hospital, although a considerable amount of effort will be needed before accommodation for patients reaches pre-war level.

The bed potential in Government hospitals, excluding the Mental Hospital, at the end of the year amounted to 2,400. Of these, only 1,200 are available for the treatment of acute illness.

The staff difficulty is now largely confined to the shortage of trained local nurses. Every effort has been made to overcome this shortage. It is hoped that when enough publicity has been given to the proposed new salary scales, and to better housing and living

conditions, recruitment of suitable candidates will become easier. The scheme of training of nurses is being revised and teaching in the Preliminary Training School is being brought up to date under the supervision of a newly appointed and fully qualified Tutor Sister. It is hoped to bring in legislation next year so that the local S.R.N. certificate may be recognized by the Nursing Council of England and Wales.

The limited number of beds for acutely ill patients had thrown a very heavy strain on the various outpatients' departments as will be seen from the following table:—

All Hospitals	*Out-patients*	*Total Attendances*
1938	.. 37,989	87,447
1946 (April 1/December)	.. 71,230	164,688
1947	.. 188,002	330,116

The general increase of work is also illustrated by figures from the Blood Transfusion Unit: 996 cases received blood transfusion during the year, a figure almost treble that of 1946. One result of this increase, unfortunately, has been great difficulty in maintaining the Blood Bank with an adequate reserve. Further propaganda is required if the Bank is to keep a stock sufficient for the needs of the Colony's expanding population.

The work done by the X-Ray Department during the year under review should be measured by the figures of the staff available to do it. A total of 17,537 x-ray examinations were made compared with 6,000 in 1938. The present technical staff consists of one radiologist, one radiographer and one part-time radiographer, an increase over pre-war staff of the part-time radiographer. By modern standards any x-ray department undertaking this yearly number of examinations would have eight full time radiographers on the staff.

The departments of Medical and Surgical Physiotherapy made progress during the year, the Surgical Unit treating 20,206 patients. The Medical Unit, which has only been functioning since August, has carried out a total of 3,083 treatments.

Tuberculosis has received particular attention during the year, and every effort has been made to improve the facilities for treatment and to increase hospital accommodation. Tan Tock Seng Hospital has been selected as the proper institution for the treatment of this condition and the available beds have been increased steadily as wards have been reconditioned and trained staff has become available. In this hospital, in 1939, 72 beds were allocated for tubercular cases as compared with 216 in 1946 and 326 in 1947. Hospital treatment is also available for a limited number in the General Hospital. Total admissions to the General Hospital were 589 and to Tan Tock Seng Hospital were 1,048. The number of deaths were 202 and 386 respectively. Although pulmonary tuberculosis has the greatest

incidence, the number of cases of tubercular meningitis admitted to the Children's Ward is in excess of pre-war and amounts to almost double the number then admitted.

The extent to which cases of venereal disease treated during the year has increased is shown by the following comparative figures for new cases:—

	Females	*Males*	*Total*
1946	1,267	4,984	6,251
1947	2,540	8,065	10,605

Treatment is undertaken at a clinic in the dock area and at a special clinic-hospital which admits over 70 patients at one time and is situated in the centre of the town. The "follow up" is undertaken by supervisors. This procedure has had satisfactory effects in bringing contacts and relatives under the observation of the medical staff. The above figures have no particular reference to increases in the incidence of the disease in the population, but refer to an advance in treatment.

Health Division

Port Health and Rural.—This has been a year of real progress and in some of its activities the Department is now approaching a pre-war standard of efficiency. The qualified staff was augmented during the year by three health officers and this enabled the School Medical Service, in particular, to carry out a much larger programme of routine examinations and treatment.

Malaria.—Fifty-eight cases only were reported as having contracted their infection in the rural areas. Of these, 17 were in the Pasir Panjang District where *Anopheles Sundaicus* was found breeding in a disused gun emplacement along the sea coast. In addition to the continuation of the rehabilitation programme, supplementary work had to be undertaken such as oiling and drainage, particularly in the vicinity of areas occupied by H.M. Forces where this work is now carried out in co-operation with the Service Health Authorities. It should be pointed out too that anti-malarial work has constantly to be extended as more areas are opened up for housing. There is a very much larger population to protect than pre-war and rural villages are constantly extending. This will necessitate an expansion of permanent anti-malarial work in future years quite apart from normal rehabilitation and routine measures.

Infectious Diseases.—There were four cases of small-pox in the early part of 1947—a residuum of the small outbreak which commenced in August, 1946. The last case occurred in March and, since then, Singapore has regained its pre-war reputation as one of the most infection-free ports in the Far East.

Port Health and Quarantine.—With shipping activity almost reaching its pre-war level, the work of this section has increased considerably. Whereas, in 1946, a total of 732 ships of 2,541,647 tons net were dealt with, in 1947, 1,547 ships from infected ports totalling 4,452,350 tons net were inspected and cleared, and 56,032 passengers were sent to the Quarantine Station at St. John's Island. The value of this procedure was amply demonstrated on two occasions when cases of small-pox which had been concealed on board ships were discovered at the inspection on St. John's Island. Furthermore, it should be recorded that these cases and many other passengers, although in possession of vaccination certificates on valid forms, admitted they had not been vaccinated. The 48–72 hour period of quarantine is also of value for "screening" passengers for leprosy, tuberculosis, syphilis, trachoma, etc. Port Health and Quarantine work is therefore being speeded up and with this end in view provision has been made in the 1948 Estimates for new and fast launches for ships inspection and for new passenger barges for transporting passengers from the quarantine anchorage to St. John's Island. At the moment, the Health Department has no launches or barges of its own as was the case pre-war and this causes considerable inconvenience and delay to all concerned. Funds are also being sought to provide a proper water supply for the Island and for rehabilitation and reconstruction of many of the camps which are suffering from many years of neglect.

Plague Prevention.—During the year, a most important preventive measure was introduced for the first time—namely, the fumigation of ships with hydrogen cyanide. Altogether, 54 ships had been fumigated by the end of the year and many rats destroyed.

Maternity and Child Welfare Centres.—The accommodation problem becomes more acute as the rural centres increase in number. Of the 21 places at which clinics are held, there are only five which are Government property, and only two of these were built for the purpose for which they are used. The remaining clinics are held in dilapidated shophouses, coolie lines, a police pound and an old chandu shop, all of which are obviously unsuitable either for staff quarters or for clinic activities. In spite of these drawbacks, the staff of nurses and midwives carried out a most valuable programme of work. Home visits made by the nurses alone amounted to 50,732, and the midwives attended 5,215 confinements.

Attendances at the clinics of mothers and children including re-visits totalled 91,015. A total of 633,146 milk feeds were issued to expectant mothers, nursing mothers, infants and children up to four years.

The infant mortality rate for the rural area in 1947 was 62.05 per mille, the lowest figure on record. As this rate is taken as an

CLIFFORD PIER

The Inner Roads and Telok Ayer basin, with St. John's Island Quarantine Station in the background. The northernmost of the islands in the Rhio Archipelago (Netherlands East Indies) can be seen in the distance on the left of this photograph, which also gives some idea of Singapore's large and growing traffic problem.

index of the health of the general population, this very low figure in a tropical country proves the value of the work of the Maternity and Child Welfare staff.

School Medical Services.—Considerable progress was made during the year as is shown by the number of examinations and re-examinations carried out. There were 20,852 examinations, compared with 7,422 in 1946, and of this number 15,416 were re-examined to check improvement and continuation of treatment. The most important new activity during the year was the institution of regular home visits by a School Nurse to tubercular and "probably tubercular" children who had been excluded from school. School Nurses worked independently of doctors in 1947 for the first time, and in addition to carrying out mass worm treatment in the schools, they also examined children for dental caries and defective vision. As there are, however, 91,305 children on the rolls, it is essential that this work should be extended and in 1948, those schools which were not inspected in 1947 will be attended to.

Judging by the increased number of examinations carried out, the position with regard to dental defects in school children is getting worse, and the sooner a School Dental Service can be started, the better. It is hoped that this matter will receive due recognition in 1948. At the same time, a new and combined up-to-date School Medical and Dental Clinic is badly needed in the town area for the carrying out of this important work, and subsidiary clinics for the rural areas will be necessary also.

Rural Health Work.—The re-establishment of satisfactory and approved methods of refuse disposal and nightsoil collection was continued during the year and the pre-war method of composting was again carried out in four districts.

One of the most serious problems of rural health in the Colony is unauthorized building; at the end of the year, it was estimated that there are some 12,000 such buildings. The great difficulty of dealing with such a problem is shortage of staff and until this has been rectified, little progress can be made. Towards the end of the year, a few additions were made to the inspecting staff, but more will be required.

On the other hand, the creation of village committees has already shown promise of fruitful results in the form of greater co-operation between the peoples in the rural areas and the members of the Rural Board and Health Department.

During the year, two new travelling dispensaries, one presented by the Rotary Club and the second provided by Government, commenced work in the rural districts. There are therefore, three travelling dispensaries to cover the whole of the rural area.

Public Health Conferences.—Three conferences were held during the year. These conferences continue to be most useful in clarifying public health problems and standardizing health practice.

Among the problems discussed at these conferences were Port and Quarantine procedure, the International Conventions with particular reference to vaccination, airport health work, major infectious diseases, plague and rat extermination, and tuberculosis.

Child Feeding and Nutrition

Family Dietary Investigations.—This work which was begun last year has been continued throughout the period under review. Two hundred and forty-four families, consisting of 157 Chinese, 39 Malay and 48 Indian, were investigated in regard to their food consumption and food habits. At the end of the dietary survey, wherever possible, the various members of the family were submitted to a clinical assessment of the state of nutrition, particular attention being paid to the signs that are supposed to be due to dietary deficiency. The total number of individuals in the families was 1,473 of which a little more than half were children under fourteen years of age. Eighty per cent of the families had an income less than $150 p.m.; it may be mentioned that during the year there was a general increase in wages for the working class people. The occupations of the groups surveyed were almost similar to those investigated last year. They included labourers, artisans, drivers of vehicles, clerks, etc. No laboratory tests for the various deficiency states were made.

In general it can be stated that the results of the dietary studies with regard to the essential nutrients are comparable to the results obtained last year. About 22% of the families studied appear to have diets with a satisfactory energy providing content. Insufficient food consumption leading to a calorie shortage may be one of the factors contributing towards easy exhaustion and inability to perform sustained strenuous work among manual labourers. The diets are more unbalanced in so far as the vitamins *B* are concerned. This is attributable to the fact that more rice is being consumed by the public this year than in 1946. Last year wheat flour was mainly used to supplement the rice ration. The quality of rice has on the whole been poor: it was largely in the form of either broken grains or highly milled grains. One of the bad food habits of the people consists of excessive washing of rice prior to cooking with the result that most of the members of the vitamin *B* group get leached out. Although more rice is now being made available, the amount consumed still falls far short of the quantities that were eaten in pre-war years.

This is largely due to the high cost of the black-market rice but it is perhaps fortunate from a health standpoint that the majority of the people are not in a position to buy as much rice as they would

like to. Although prices of the various comestibles have shown a welcome tendency to fall during the year they are still about three to five times their pre-war cost. A liberal consumption of large quantities of poor quality rice would certainly result in a rise in the incidence of beri-beri.

Lack of suitable protein during the period of growth may account for the poor muscle that one sees in a large proportion of the children in Singapore. The diets are also markedly low in calcium and riboflavin. Signs of the former are seldom seen but the latter manifests itself in the tongue lesions which are frequently seen in children.

Only in regard to vitamin *C* can it be said that the supplies are adequate. In spite of the losses incurred during the cooking of vegetable there is still sufficient to supply the daily requirement, it having been proved that a good state of health can be maintained even if the vitamin *C* content of the diet is as low as 10 mg. per day. The absence of scurvy in Singapore tends to confirm the view that a deficiency of vitamin *C* is not a health hazard. Although simple gingivitis occurs in about 10–20% of the children it remains to be established whether this condition is due to a deficiency of vitamin *C*, or of one or more members of the vitamin *B* group.

In the diets of the families surveyed the vitamin *A* was derived mainly from the carotene of green vegetables. An insufficient intake of this nutrient by the Malay families may explain the presence of the cases of keratomalacia and Bitot's spots which are ascribable to a deficiency of vitamin *A*.

Health of School children.—Out of a total of 21,600 children an absenteeism of about 3% was reported but this was mainly due to causes other than malnutrition. According to the clinical examination the percentage of children who were in a poor state of nutrition was 31.6% as compared to 49.4% last year. Skin lesions due to deficiency disease such as phrynoderma and dry crackled skin dropped from 37% in 1946 to 24% this year. In the annual medical report for 1946 it was mentioned that the difficult food conditions obtaining during 1946 had a retarding influence on the rate of growth of school children but fortunately no further breakdown in their health occurred, and this year there has been, generally speaking, an improvement in the growth rates in all age groups.

Feeding of children of pre-school age.—Towards the end of 1946 Government approved a scheme for providing a free nutritious meal to any undernourished child irrespective of race between two and six years of age. Measures to implement this feeding scheme were undertaken by the Department of Social Welfare and in January the first feeding centre for this vulnerable age group materialized. Up to the end of December twenty-two feeding

centres for children of pre-school age with a total attendance of about 4,500 were in operation. Of this total 56% were Chinese, 40% Malay and the rest were Indian. The children were mostly from indigent families. The meal provided to the children was prepared from a mixture of lightly milled rice, meat or fish preferably of the small variety in which the bones can be eaten, a green leafy vegetable and a legume. In addition, a piece of fresh fruit and from 3–5 oz. of milk were given. The intention of the meal was to rectify as far as possible the deficiencies in the essential food factors so obvious in the home diets of the children of the poorer class. That their diets are entirely unsatisfactory can be judged from an example of the daily fare received by the child in the home. Breakfast consists of sweetened black coffee without milk plus a slice of white bread or a piece of cake prepared from rice or wheat flour. Occasionally a teaspoonful of sweetened condensed milk is added to the coffee and in families which can afford the expense, jam is smeared on to the bread. The mid-day meal is usually made up of cooked highly milled rice with a small piece of fish or meat. Green leafy vegetables are rarely eaten. In the evening the food eaten is a repetition of the mid-day meal. Consequently it was to be expected that the results of the child feeding scheme would be encouraging. Of the total number attending the centres it was found possible to carry out regular periodical examinations of about 1,700 children.

Approximately 60% of the children gained in weight; in 29% there was no improvement and 12% lost weight. Irregular attendance and illness are the factors that are probably responsible for the lack of progress of those children who showed no improvement. About 55% showed a clearing up of the minor manifestations of the various signs of nutritional deficiency. The general impression gained from the first year's experience is that given proper supervision and regular attendances at the centres, the feeding of a free nutritious meal is most beneficial to the health of the young growing child of the poorer class.

Summary.—The general impression is that although a large section of the population receives an unsatisfactory diet, gross signs of deficiency disease such as beri-beri are conspicuous by their low incidence. On the whole the nutritional status of the people, particularly school children, has improved during the year. In spite of this improvement there still exists about 30–40% of the child population of the poorer and middle class who are suffering from malnutrition. Therefore the institution of the child feeding centres where a free nutritious meal is supplied to children of pre-school age, is to be regarded as perhaps the most important nutritional measure ever to be undertaken in Malaya.

KING EDWARD VII COLLEGE OF MEDICINE

Work involving rehabilitation continued to be carried out in the College. Government sanctioned a special vote of $76,800 for extensions to the Biochemical, Bacteriological and Physiological departments thereby enabling double the number of students to be accommodated. The Library was removed from the second floor to the ground floor where the Keith Museum used to be, giving far more space for the housing of books and for study.

The Final Professional Examinations were held in June and December. In June two students were awarded the Licentiate in Medicine and Surgery and two the Licentiate in Dental Surgery. In December 11 students were successful in obtaining the Licentiate in Medicine and Surgery and one the Licentiate in Dental Surgery. The standard in the Final Professional Examination held in December was extremely high, one student being awarded the Lim Boon Keng Medal for obtaining distinctions in Materia Medica and Pharmacology and Medicine, and two students the silver and bronze medal respectively.

A course in Pharmacy was started in June and was attended by 25 students.

Eighty-three new students were admitted to the College at the beginning of the academic year in October, 58 as first year medical students, 18 as first year dental students, two as fifth year medical students and one as third year dental. The total number of students in the College at the beginning of the academic year was 339. Two hundred and ninety-one students were resident in the hostels.

A graduation ceremony was held on 27th February, 1947, at which His Excellency the Governor-General, Mr. Malcolm MacDonald, spoke to the gathering and unveiled the portrait of Mr. Liew Weng Chee which was presented to the College by his son Mr. Liew Kwong Hon who donated a sum of $150,000 to perpetuate his father's name through the Liew Weng Chee Scholarship.

The year is note-worthy in that the Licentiate in Dental Surgery Singapore was recognized by the General Medical Council in November.

The system of affording financial assistance to old students continued. With regard to new students this assistance is now limited in the case of Singapore to six students (three medical and three dental) and in the case of Federation of Malaya to a maximum of 16 (10 non-Malays) medical and six dental.

Considerable difficulty was experienced as in 1946 in recruiting suitable staff and it was only towards the end of the year that equipment which had been ordered from England began to arrive. As a result, research activities continued to be restricted.

As in the previous year the Department of Biochemistry continued to carry out a number of valuable investigations and surveys on such matters as family dietaries, food consumption of medical students and feeding of pre-school children. It also took part in a social survey.

In Bacteriology research work being undertaken includes the following:—*studies on antibiotics, local strains of the food poisoning group of bacteria and other organisms and a serological study on the blood reactions of the normal population of Singapore in relation to typhoid and typhus fevers.* The Department of Biology is conducting an investigation into the possible ætiological significance of parasites in *Tropical Eosinophilia,* and the Medical Unit is making investigations on Eosinophilic lung together with special histological studies of deposits of pleural effusions and of material from liver punctures.

C.—Housing

The shortage of housing and also of offices, factories and other business premises constitutes in Singapore, as in England, a problem second only to that of providing essential supplies at rates within the means of the mass of the people. The difficulties have not arisen primarily as a result of the war. Apart from extensive damage to warehouses in the area of the docks, Singapore suffered little damage from the war. The problem is one of long standing, and has merely been accentuated by three factors resulting from the war: first, the large influx of refugees from the Malay States in the early days of the Japanese invasion, many of whom have remained in Singapore; secondly, the natural increase in population in spite of the massacres perpetrated by the Japanese; and thirdly, the inevitable check to building activities during the war.

Geographically, Singapore is the inevitable centre for the distribution trade of South-East Asia, and is consequently one of the greatest ports in the Empire. It is also the natural centre for the export of the raw materials of the Malay States, principally tin and rubber, and for the import of the necessary supplies for the mines and estates. Consequently the larger businesses and the exchange banks have their headquarters in Singapore. Further, Singapore has been in the past, and still is, to a large extent, a free port, and recently there has been a considerable tendency to develop factories and assembly plants.

There is nothing comparable in the rest of Malaya to Singapore's housing problem. Kuala Lumpur, the capital of the Federation has a population of 176,000: Ipoh, the centre of the tin industry, one of 80,000. Other towns are merely small market centres for the surrounding areas of raw-materials production. The

[*Photo by courtesy of Singapore Improvement Trust*

WHERE HE LIVES NOW

Flashlight photograph of cubicle in Queen Street without water, light or sanitation, inhabited by a single family.

[*Photo by courtesy of Singapore Improvement Trust*

WHERE HE OUGHT TO LIVE

Sunlight photograph of artisans' quarters erected by the Singapore Improvement Trust at Balestier.

population of Singapore has risen from about half a million at the time of the 1931 census to just under a million at the time of the 1947 census. This enormous rate of increase is likely to be augmented in a geometrical, rather than an arithmetical, progression, on account of the change in the sex ratio. A generation ago Singapore was largely a home for immigrant single men or men without their families. The sex ratio for Chinese (who form the bulk of the population *i.e.* 728,523 out of a total of 940,756) was in 1911 one of 367 females to 1,000 males. Today the numbers of the sexes are roughly equal (452 females to 548 males per thousand). Not only does this mean a natural increase of some 25,000 to 30,000 each year: it also raises a new difficulty in housing. A single man could live satisfactorily in a cubicle, or even share one, and get his meals in eating-shops. A family requires at least two rooms and a combined kitchen and living room, facilities for laundering, etc. This in turn increases the cost of building, the space required, and entails a consequent increase in rents with all the consequential effects on costs of living.

The number of just under a million represents the population of the 200 square miles of the Colony, but of these people nearly 700,000 live within the 20,000 acres comprised within the Municipal limits of the city, and the bulk of the quarter of a million people in the so-called rural area of the main Island are housed on the verge of the Municipal limits without a physical break in the housing in the two areas. Further, there are large areas within Municipal limits which are occupied by the large houses and spacious grounds of former and present commercial magnates and most of the poorer classes live within 1,000 acres in the heart of the city. Here are rows and rows of back-to-back houses crammed to the physical limit. Conditions are indescribably bad. Rooms contain several separate families. Densities of from 300 to 500 per acre are common, and in some blocks the figure rises to 1,000. Those who cannot share rooms live underneath stairways or in cubicles which are in complete darkness at all hours of the day and without direct contact with the air. Many houses have only one water tap for the whole house and all the inmates share one bucket-type latrine. The dirt and stench are appalling and the effect on the morals and physique of a generation born and bred in such surroundings can easily be imagined. A tuberculosis rate of 323 per 100,000 as compared with one of 79 for England and Wales is only one instance of the results. There is further an overflow of about 130,000 persons who cannot find room even under such conditions of overcrowding. These live in unauthorized huts made of old boxes and rusty corrugated iron, roofed with "attap" (dried leaves). They have no lights, water, or sanitary convenience. In the event of fire or any virulent infectious disease

these hutments would be a menace to the whole city. This in itself entails the building of a town considerably larger than Ipoh, or three quarters the size of Kuala Lumpur.

Various commissions have investigated the question from time to time but none of them have to any great extent surmounted the fundamental difficulty which lies in the fact that in view of high land values in the heart of the city, the housing of the labouring classes does not provide a profitable use for capital except under conditions of overcrowding. The alternative solution of building with public funds was commenced some years ago by the financing by Government of building by the Singapore Improvement Trust. A larger programme was framed and accepted in 1938 on the recommendations of the Weisberg Committee, but the war brought all such work to a standstill.

In 1947 another committee was appointed which has attempted to provide not only an immediate alleviation of the problem, but a complete cure on a long-term programme. The immediate recommendations give a detailed programme for the years 1948–1950 as follows:—

1948—
396 flats: 670 artizans' quarters: 162 tenements: 117 shops.
Population housed (approx.) 9,300.
Cost: $7,062,000.

1949—
1,008 flats: 400 tenements: 148 shops.
Population housed (approx.) 13,000.
Cost: $12,400,000.

1950—
1,100 flats: 500 artizans' quarters: 100 tenements.
Population housed (approx.) 13,400.
Cost: $12,360,000.

or a total of 4,336 dwellings, consisting of 2,504 flats, 662 tenements, 1,170 artizans' dwellings and 265 shops at a cost of $31,822,000.

The $5,000,000 from the Colony funds which will be required to supplement the Trust's funds for the 1948 programme have already been voted. The granting of $25,000,000 for the subsequent two years has still to be considered.

The 1948–1950 programme will only provide proper housing for about 36,000 people and obviously only touches the fringe of the problem. A quarter of a million people need re-housing now. Natural increase will produce another quarter of a million people in the next ten years. By the end of 1950 all the available and suitable Crown and Trust land will have been utilized, and high land values in the city (rising to several pounds sterling per square foot) make purchase financially impracticable. The programme will therefore then come to a final stop, as the clearance of an overcrowded slum area results in only a proportion of the people being re-housed on the

site. The remainder have to be housed by new building on any available sites in the vicinity. Further, to re-house the people on their present sites and to increase their numbers would mean the perpetuation and accentuation of overcrowding on a scale which is unacceptable under any. tolerable conditions. The only remedy is therefore to decant a large proportion of the people into entirely new dormitory suburbs, "over-spill" satellite towns, and housing and industrial estates. This may entail an initial outlay of several hundreds of million dollars on building, on development, and on land acquisition, and the financial aspects call for careful and expert investigation. The Colony has at present no staff for this, and the Committee has therefore recommended the formation of a Government Housing and Planning Authority. This would work on the three main subjects of housing, planning, and city improvements, but its first task would be to carry out a complete housing survey. There are at present, no legislative powers which would enable such an authority to function. The Colony housing and planning law is of Victorian vintage, and the result has been what the Victorian age produced in England, an unplanned chaotic mass of slums. It will be necessary to study reports such as the Uthwatt Report, the Scott Report and the Barlow Report, and to adapt modern provisions relating to Town and Country Planning and Ribbon Development to the Colony. All this will obviously take time, but to forestall the natural tendency to shelve the Committee's report on account of the magnitude of the issues involved, a programme for the complete clearance of the slums and for the necessary new housing being carried out during a definite period of twenty years has been framed. This provides for the inspection and scheduling of all existing slum areas and provision for the housing of natural increases in population. The areas will be cleared in rotation in order of priority of need and the building of new townships carried on simultaneously. In these the industries which are capable of movement and which are not geographically bound to their present sites (as in the case of the docks) will be moved, and grouped in accordance with their nature. The problem of housing in Singapore is probably the greatest in scope and in financial implications that any Colony has ever had to face, but the urgency of the need requires that it be faced unflinchingly. People are not mere figures in statistics. They are human beings who contribute, each in their degree, to the wealth and future of the Colony, and they deserve to be housed as worthy citizens of a great city.

D.—Social Welfare

The Department of Social Welfare came into being in June, 1946. The year 1947 was thus its first complete calendar year. In 1946 the problems of greatest moment were the immediate after effects

of war such as the existence of a large number of displaced persons, distress arising directly from the Japanese occupation, and soaring food prices. In 1947 these problems, though by no means done with, did not dominate the Department's work to the same extent. Youth Welfare work, the prevention and treatment of juvenile delinquency, the care and protection of women and girls, and the initiation of research into local social conditions bulked bigger in the Department's activities. There was a move from emergency to statutory and permanent functions.

The need for a Social Welfare Department or its equivalent as part of the machinery of a modern government was accepted by the Conference convened in Singapore in August, 1947, by His Majesty's Special Commissioner in South East Asia and attended by official delegates and observers from 13 territories, from UNO, and from many voluntary welfare organizations. The Department was invited to co-operate in the preparations for this Conference, and also submitted several technical papers for discussion. At the Conference itself, the view of the functions of a Government department of Social Welfare put forward by the Singapore delegates found general acceptance.

The Singapore delegation, apart from two members of the Department, included three representatives of the Social Welfare Council. This is an advisory body consisting of representatives of Government and non-official agencies (the latter in the majority) operating in the welfare field. The Secretary for Social Welfare is Chairman of the Council which meets monthly, receives detailed reports on the work of the Department, and provides a most useful corrective to bureaucratic tendencies.

The Secretary for Social Welfare is Chairman of the Council and of the committees of management of several charitable trusts. He is represented on the committees of other voluntary welfare organizations such as the After-Care Association, Youth Council, People's Educational Association, etc. The Department employs a total outdoor and indoor staff of 337 (a considerable number of whom are paid from the self-supporting Communal Feeding schemes). It controls 38 directly operated institutions, and is associated for inspection and grant-making purposes with 14 aided institutions. It acts as a day to day clearing house for all matters relating to social welfare in Singapore and co-ordinates the work of other Government departments and voluntary agencies with the assistance of the Social Welfare Council.

Displaced Persons

During the year 11,984 persons were handled on repatriation movements sponsored by UNRRA. UNRRA work has now been

BUKIT TIMAH HOME

This experiment in Social Welfare is briefly mentioned in Chapter VIID of this Report.

taken over by the International Refugee Organization, and about 3,000 more are expected. In addition to these officially sponsored repatriates, there is a constant traffic of independent refugees through Singapore, and the Department, in collaboration with the Immigration authorities, handles arrangements necessary for their reception and onward transport.

Homeless Persons

York Hill Home and Bushey Park Camp, in addition to giving temporary accommodation to displaced persons, cater for the needs of those who are still homeless in Singapore two and a half years after the end of the Pacific War. These people consist mainly of unemployable ex-internees and others who are too old for work or are physically impaired, and the employable but homeless who are in employment and pay a percentage of their salary for their board and lodging.

The Homes are as far as possible governed by the inmates who are encouraged to look after themselves and to engage in handicrafts and educational activities for the common benefit. No servants are employed and all domestic and other necessary work is done on roster at nominal wages by the inmates themselves. Religious services are arranged by a member of the Department who is an ordained priest. Medical supervision is carried out on a voluntary basis by a prominent Singapore doctor, and nurses, dispensers, and dressers work under his general instructions. Several concerts and social functions were arranged by the inmates themselves during the year. Cinema shows, newspapers, books, are provided. Pocket money is given to persons entirely without means. These Homes are invaluable as places of refuge, usually temporary, to persons who have been afflicted by one of the many personal disasters which occur from time to time in Singapore.

Other Vulnerable Persons

The Department's Advice and Enquiry Bureau endeavours to deal with the difficulties of those who are ignorant of the meaning and purport of regulations and of their rights under the Rent Restriction Ordinance and similar protective legislation. Either their difficulties are dealt with on the spot, or else a record is made of the facts of any particular situation and sent with the applicant to the appropriate Government department thus saving the time of all concerned. The Department has as part of these duties recommended many persons to the Food Control Department for the issue of rice cards, and has recently established an arrangement with the Medical Department for assisting persons in difficulties on discharge from hospital.

Missing Persons

As a result of the Pacific War and the Japanese occupation a great many persons of all races disappeared and nothing definite was known by their relatives of their fate. In addition to the distress of mind caused to their relatives, there was the practical difficulty that applications for Letters of Administration for property could not be made when there was no death certificate pertaining to the former owner. Late in 1946 permission was granted to the Department to issue certificates of Presumption of Death in certain circumstances, and during 1947, 888 such certificates were issued after due investigation, mostly to the relatives of victims of the Singapore Massacre. In addition 282 enquiries were received from many countries for information of the fate of missing persons, and of these more than a third were traced successfully.

Public Assistance

While the number of families on assistance fell steeply towards the end of 1946 as the immediate effects of the occupation diminished, there still remained a residue of families requiring help. Basic assistance is given from Government funds at monthly rates of $5 for male adults, $4 for female adults, and $2 for children under 16, with a maximum per family of $20. This is supplemented by an additional allowance of 70 cents per head and by allowances in special cases of $20 for the head of family plus $4 for each dependent, both from the Silver Jubilee Fund. The latter fund also gives educational allowances to necessitous school children and grants for medical appliances. In addition the Far Eastern Relief Fund makes rehabilitation grants "for the relief of distress arising from the Japanese invasion of Singapore".

During 1947, Public Assistance was payable to three broad categories. The first, showing a monthly average of 1,820 families, consisted of the unemployable, namely the aged, physically impaired, and widows. The second consisted of a monthly average of 70 families who were temporarily unemployed and for whom the Labour Department certified that no work was available; and the third category consisted of 260 families classified as the dependents of war victims.

The Relief Section of the Department carries out the investigation, assessment and disbursement of claims on behalf of the two funds named as well as in the case of recipients of public assistance.

Juvenile Delinquency

Actual and potential criminal activity among young people continues to be one of the Colony's greatest social problems. In order

to be able to deal radically with this problem, officers of the Social Welfare Department during 1947, with the great assistance and interest of members of the judicial and legal services, prepared a comprehensive new draft Children and Young Persons Ordinance. Among other considerations this Ordinance is designed to set up a juvenile court with special powers and procedure, to empower the establishment of a Juvenile Probation system, to create an up-to-date system of Approved Schools and to make compulsory the registration of the transfer of female children. It is hoped that this very necessary legislation will be enacted at an early date. The new legislation will give legal sanction to a situation which already exists informally, a situation whereby the Juvenile Court, the Juvenile Probation System and all measures for the prevention and treatment of juvenile delinquency are integrated as a fundamental and co-ordinated part of the Department's work in the service of youth.

Juvenile Court.—Though the Juvenile Court is still technically a Police Court pending the enactment of the new Ordinance, every effort is being made to adopt the informal character of juvenile courts in Great Britain, entirely to discard the notion of retributive punishment and to place the welfare of the child over all other considerations. The present Juvenile Court Magistrate, who gives his services voluntarily, is a well-known retired member of the Bar of the Colony and he is assisted by a panel of voluntary advisers, selected for their experience of local conditions and knowledge of local communities.

Juvenile Production Service.—This service will obtain legal recognition by the enactment of the proposed Children and Young Persons Ordinance. During 1947, such probation work as was practicable under the existing legislation was carried out by welfare officers attached to the Juvenile Court. They consisted of a Salvation Army officer acting in a part-time capacity as adviser, one seconded Salvation Army officer, and two student probation officers. Their work has already proved valuable, and, significantly, they are receiving appeals from parents for assistance in dealing with unmanageable children in addition to their work on behalf of the Court.

Boys' Homes.—During the first six months of the year, the Salvation Army Boys' Home was the only place to which delinquent boys could be sent and here also were gathered boys on remand, and orphans. On 21st June the Department opened an Approved School for the reception of juvenile offenders. This School was housed in buildings formerly used as the "Reformatory" and then operated on stern and retributive lines. The character of the institution is now completely altered. Most of the rehabilitation work has been carried out by the boys themselves. They are making their own furniture

as well as growing their own vegetables. There is a duck-farm and soon there will be a pig-farm; rattan work and carpentry take their place in the curriculum alongside elementary education in English and Arithmetic. Discipline is good and punishment takes the form of deprivation of privileges. A carefully-graded Payment for Work Scheme was approved at the end of the year and it is hoped to introduce a Parole and Remission system in 1948 to provide further inducements to good conduct. An unsatisfactory feature has been the necessity in practice of widening the age range beyond the originally intended limits of 14–17, and the creation of a separate Junior Approved School is very desirable.

After-care of Discharged Juveniles.—Since the normal period of detention is two or three years, boys have not yet started leaving the Home in large numbers, but the paramount importance of adequate after-care arrangements has been recognized by plans which are already being made to deal with this problem.

Boys' Clubs

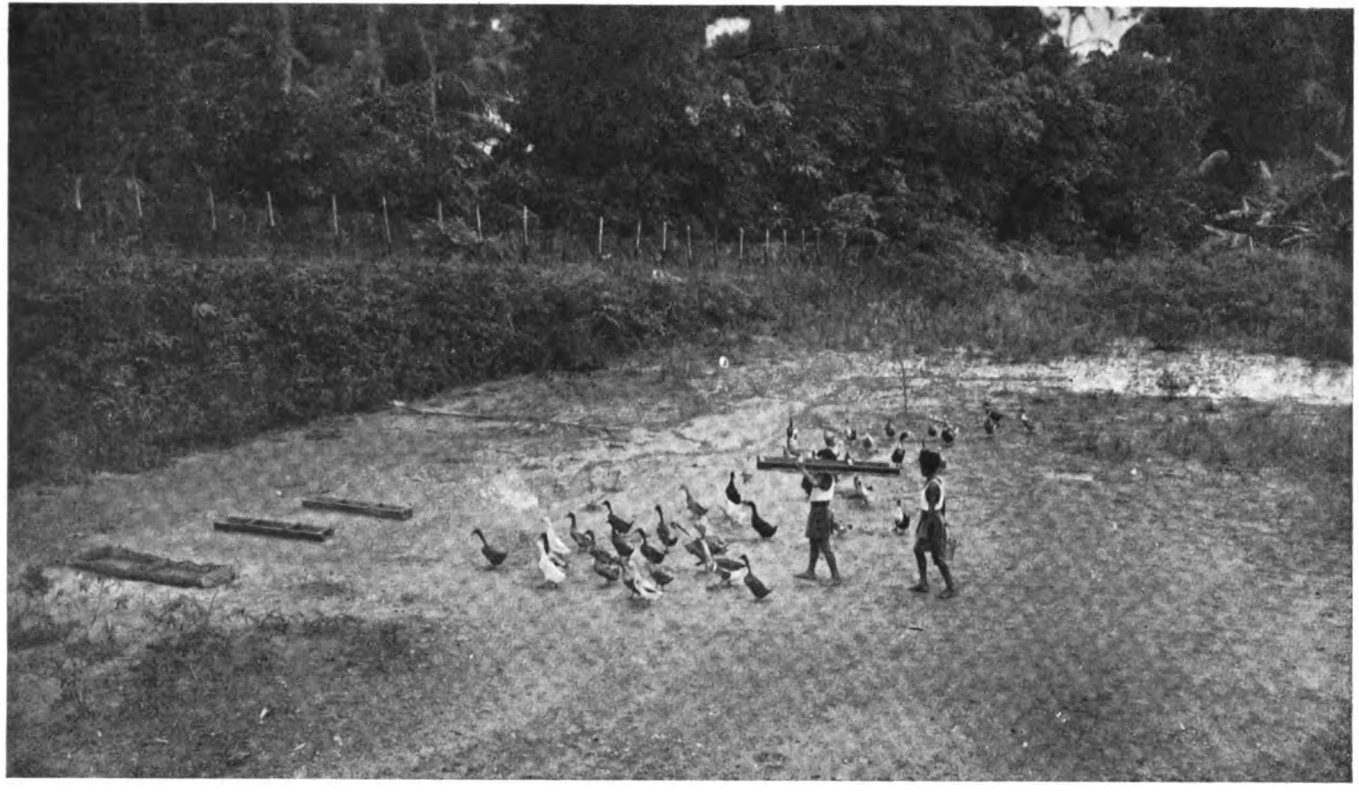
The two Clubs opened in 1946 in Queen Street and Katong continued to function successfully. One new club was opened during the year in the Harbour Board area, and another was due to be opened in January, 1948 in the Malay Settlement. The sponsoring of the Harbour Board Club by the Harbour Board management and staff represents an enlightened attempt to attack the causes of juvenile delinquency in an area where its incidence is high.

One of the greatest difficulties in the development of Boys' Clubs is the lack of trained club leaders and organizers. The four clubs named are all independently managed, though the Department is represented on their committees and gives them all possible assistance, including financial assistance. It is possible that during 1948 the Department will operate at least one club directly with the object of providing a training ground for club leaders.

Holiday Camps.—In April, 1947 an experimental Holiday Camp for 100 boys was organized by the Department on an island near Singapore. The experiment was a considerable success. As a result, proposals have been made for the establishment of a permanent camp for the young people of the Colony.

Children's Clubs

Growing naturally from the Children's Feeding Scheme (*see below*) have come the Children's Centres Clubs, originally designed to cater for the elder brothers and sisters (aged 8–14) who brought children of the 2–6 group for a free meal. By the end of the year there were three such clubs equipped with recreation facilities, laundries and shower baths, and giving informal teaching in the



FEEDING TIME FOR THE DUCKS

This picture was taken at the Bukit Timah Home. Besides being heavily populated Singapore Island has many market gardens in its country areas. The holdings are small and the production mainly vegetables, pigs and poultry. It is not inappropriate therefore that a home for boys from the city streets should possess this rural background.

Chinese and English languages and in handicrafts such as book-binding, gardening, and basket work. Medical inspection and treatment is also arranged. The results have shown a striking improvement in the appearance and outlook of the children, and great credit is due to the workers both voluntary and paid who have made the experiment successful. It is planned to extend this club system as premises become available, since it is felt that these clubs have immense potentialities in an over-crowded city where schools are not available for much more than half the children.

Hostels

As yet there are no hostels for working boys and girls in the lower income groups, but every effort is being made to press on with plans for their establishment, as the Department believes that such institutions are essential complements to the other work of the Department amongst young people.

The Protection of Women and Girls

The Women and Girls Section of the Department has to perform a two-fold task consisting partly of statutory functions for the protection of women and girls and children, and partly of welfare functions, sometimes, but not always, arising from the former. Occupation and post-occupation conditions, with inflationary and other destructive tendencies, broke down the unity of families, and often sent the boys into the world as thieves and the girls as prostitutes. Juvenile prostitution is no new thing in Singapore, but the total cessation of the work of the former Chinese Protectorate under the occupation and the fact that the Japanese were, at best, indifferent to the evil, did certainly result in an increasingly large number of children being exploited in this way. The Social Welfare Department was instructed in June, 1947 to take over this work as a permanent commitment.

The work consists of the rescue and rehabilitation of child prostitutes and prosecutions arising therefrom; the examination of applications for the entry of girls under 18 years of age into the Colony and the screening of all female immigrants on arrival; prosecutions arising from cases of ill treatment of children; the management of homes for girls and children; investigations for the courts in guardianship cases; and arbitration in family and matrimonial disputes. An indication of the volume of the work is the figure of over 12,000 women and girls "screened" on arrival in the Colony during the year. The Section has submitted draft legislation to enforce the registration of transfer of female children which will further add to its responsibilities. There can be no end

to the exploitation of women in the East without a radical change in their status, and officers of the Department are fully aware that they can only deal with the most flagrant cases. Close co-operation has been maintained with the Police and Immigration Departments as well as with the Salvation Army and the Roman Catholic Church who are deeply interested in this type of work.

Communal Feeding

The cheap meal services provided by the People's Restaurants, the People's Kitchens, and the Family Restaurants were maintained throughout the year. Some improvement in the general position as regards supplies, wages, and prices reduced public demand, as had been hoped, but even so the average number of meals sold per day over the whole year was 5,083, though the daily average per month fell fairly steadily from 6,000 in January to less than 4,000 in December, an indication of improving conditions in Singapore during the year.

The Department, believing its function to be to provide meals as cheaply as possible rather than to make profits, adopted a policy of reducing prices and improving quality to the maximum extent consistent with the need for keeping the schemes self supporting. Thus the price of the standard 35*c.* meal was reduced to 30*c.* from January to October when the higher cost of rationed rice and petrol at last forced the price back to 35*c.* A meal at 8*c.* per plate was sold in the Family Restaurants from January to May, when, for similar reasons, the price had to be increased to 10*c.* In June a 50*c.* meal was introduced with more expensive ingredients which met a demand arising with the easing of the general economic position.

The reduced turnover inevitably meant a higher rate of overheads, and the three-fold increase in the price of rice and increases in the prices of some of the other commodities used in the meal, meant increased costs. The soundness of the organization, however, is demonstrated by the fact that despite these considerations, and despite the lower prices and improved quality of the meals, the accounts at the end of the year still show a satisfactory financial position in these schemes.

The steadiest demand through the year was for the 8*c.* and 10*c.* meal. The price increase of 2*c.* in May did not affect numbers. This very cheap but nutritious meal clearly met a continuing need among the very poor. It is a phenomenon of Singapore life that owing to limited kitchen facilities and over-crowding the very poor probably buy more ready-cooked food than the rich.

On 20th October, the day of the so-called "hartal", the Department's Restaurants were amongst the few eating places open as usual.

The Food Section of the Department from June, 1947 supplied rations to all Departmental Homes and the system of direct buying has shown great advantages over the contracting system both in prices and the quality of the goods supplied.

Children's Feeding Scheme

On 7th January, 1947, the first of a chain of free feeding centres for children was opened by Lady Gimson, wife of H.E. the Governor. This scheme, which had been strongly advocated by the Medical Department, was handed over to the Department which had a bulk feeding organization already in existence. The purpose of the scheme was to give a balanced meal daily to children of the 2–6 age group so as to correct the almost universal malnutrition found by scientific enquiry to have resulted from the occupation period. Children up to the age of two were to a certain extent covered by Municipal and Government health schemes and those over six (again in part) by school meals, but there was a serious gap in the case of the pre-school age group.

Record cards are kept for each child and the results of weighing and measuring and periodic medical examinations are carefully recorded. At the end of the year twenty-three centres were in operation—some in Government premises, some in voluntary institutions and private houses lent by persons of good will. The efforts of voluntary women workers of all races have made it possible to run the scheme economically and to spend the greater part of the vote directly on food, and their devoted service has been of the utmost value. Two voluntary women doctors have examined and treated an average of 600 children per month, and it is hoped to build up from their work a statistical tabulation of the incidence of the various deficiency diseases. Over 800,000 meals were distributed in the year to an average daily attendance of 4,000 children. The results have shown that there is a clear increase in the effectiveness of the feeding when it is coupled with good premises, close supervision and the organization of "club" activities and it is the policy of the Department to develop Children's Clubs in line with this Feeding Scheme.

Social Welfare "School"

Between October and December a series of 11 weekly meetings were arranged for the public discussion of certain aspects of the Department's work. In addition to senior officers of the Department, this school was attended by selected students from Singapore's two colleges, officers of the Labour Department, and representatives of voluntary welfare organizations.

Social Survey

The South East Asia Social Welfare Conference held in August, 1947, unanimously resolved that social research is essential to the development of social welfare policies in this area and that it is desirable for governments to establish their own social research agencies. The Department strongly supports this view and was during 1947 endeavouring to put it into practice.

The first major step was the Social Survey of the Municipal area of Singapore conducted in December, 1947. In planning this operation, the first of its kind in this area, the Department had the benefit of the advice of an expert committee appointed by the Governor as well as of several eminent visiting sociologists.

The plan began to take shape in June, after a number of small pilot surveys had been made and was then approved by Government. A draft questionnaire was pre-tested on 500 households in August. Voluntary enumerators who were to carry out the field work of the final survey were carefully trained during and after the pre-testing survey. Ninety volunteers from Raffles College, the College of Medicine, and St. Andrew's School took part in the December enumeration, giving up a substantial part of their Christmas holidays for this work.

A random sample of 5,000 households was successfully interviewed between 15th December and 31st December. Public co-operation was excellent and the proportion of refusals encountered was so negligible that it will not affect the validity of the results.

The tabulating and analysing of results is now going on. It is hoped that this survey will prove to be the first step in continuous and ever more intensive research into social conditions in Singapore and will provide a solid basis for the development of social welfare policy in the Colony.

CHAPTER VIII

LEGISLATION

Forty-four Ordinances were passed during the year 1947. Of these, one was the Supply Ordinance; twenty-one were Amending Ordinances and the rest were new Ordinances.

The following are the more important:—

(1) The Registration of United Kingdom Patents (Amendment) Ordinance, 1947 (No. 2 of 1947). Under the provisions of the Principal Ordinance a grantee of a Patent in the United Kingdom, if he requires the rights and privileges of the Patent to be protected in the Colony, must apply for registration within three years of the issue of the Patent. During the period of enemy occupation many such patents could not be registered.

This Ordinance gives the Registrar power to accept an application for registration where it is shewn to his satisfaction that the application could not have been made within the time limit imposed.

A similar provision is made with respect to the registration of an extension of the term of the Patent.

(2) The Trade Marks (Amendment) Ordinance, 1947 (No. 4 of 1947). This Ordinance provides for the exclusion of the period of enemy occupation from the computation of the period of seven years for which a trade mark may be registered in the Colony; and from the time limits imposed in respect of certain obligations provided by the Principal Ordinance.

(3) The Workmen's Compensation (Amendment) Ordinance, 1947 (No. 16 of 1947) increases the monetary limitation in the definition of "workman" and the alternative limits on the amount of compensation to be payable in respect of death or disablement of a workman, to accord with the subsisting scales of wages paid in the Colony.

(4) The House to House and Street Collections Ordinance, 1947 (No. 19 of 1947). This Ordinance regulates house to house and street collections and prohibits such collections except under licence from the Commissioner of Police. In the main the Ordinance followed a similar Ordinance in the Federation of Malaya which in turn was based on the United Kingdom House to House Collections Act, 1939.

(5) The Pensions (Special Provisions) Ordinance, 1947 (No. 21 of 1947). This Ordinance enables retrospective effect to be given to Pension regulations which confer a benefit upon, or remove a disability attaching to, any officer; makes fresh provision for the exercise of the option for a reduced pension and gratuity; and enables the period of the enemy occupation of Malaya to count for pension and for other like purposes.

(6) The Presumption of Survivorship Ordinance, 1947 (No. 22 of 1947) provides for a presumption of survivorship in regard to claims to property in cases where two or more persons meet their deaths in a common calamity.

It follows closely the provisions of section 184 of the Law of Property Act, 1925.

(7) The Societies (Amendment) Ordinance, 1947 (No. 23 of 1947) excludes from the operation of the provisions of the Principal Ordinance associations which have been formed for political purposes.

(8) The Singapore Legislative Council Elections Ordinance, 1947 (No. 24 of 1947). This Ordinance was drafted by a Committee appointed by the Governor. It implements the provisions of section 50 (2) of the Singapore Colony Order in Council, 1946, and the recommendations of the Committee for the Reconstitution of the Legislative Council of the Colony. In the main the Ordinance was based on the Ceylon (Parliamentary Elections) Order in Council, 1946.

(9) The Control of Rent Ordinance, 1947 (No. 25 of 1947). This Ordinance replaces the Increase of Rent (Restriction) Ordinance, 1939. The new Ordinance generally excludes from control—

(*a*) the letting or hiring of furnished rooms with board; and

(*b*) new premises built or completed after the commencement of this Ordinance.

The general form of control is achieved—

(*a*) by fixing a standard rent and limiting the power of a landlord to increase the rent;

(*b*) by limiting the right of landlords to eject tenants; and

(*c*) by giving the landlord the right to recover possession from principal tenants who do not occupy the premises or who sublet at a profit.

(10) The Leases and Tenancies (Adjustment) Ordinance, 1947 (No. 26 of 1947) gives relief to pre-occupation lessees from liability to pay the rent reserved by the lease and any liability arising from his failure to perform and observe the covenants and conditions contained in the lease, if by reason of the enemy occupation, the lessee was during that period or part thereof unable to enjoy the benefits conferred by such lease.

It also provides that the payment of rent to a Japanese Custodian shall be a valid discharge as against the lessor or landlord with a proviso that the lessee or tenant assigns whatever rights he has to make a claim in reparations.

(11) The Post Office Ordinance, 1947 (No. 35 of 1947) repeals and re-enacts the Post Office Ordinance (Chapter 71 of the Revised Edition of the Laws), with the adaptations and adjustments that have been found to be necessary consequent upon the constitutional changes in Malaya.

(12) The Income Tax Ordinance, 1947 (No. 39 of 1947). Under this Ordinance, a Malayan Board of Income Tax is constituted which consists of the Financial Secretaries of the Union and Singapore, the Comptroller-General of Income Tax, and three persons from each territory of whom not more than one in each territory may be an official (section 3). The functions of the Board are to make rules under section 7, to grant or withhold approval in respect of certain matters specified in the Ordinance and generally to advise the two Governments on all matters relating to Income Tax. The unofficial representation on the Board will serve as a connecting link between the Government and the taxpayer.

The assessment and collection of tax will be the responsibility of a Comptroller of Income Tax (section 5): and uniformity of administration in the Union and Singapore will be assured by the appointment of a Comptroller-General of Income Tax and a Deputy possessing supervisory and directing powers in both territories (section 4).

The manner of assessment of income for the purposes of the Ordinance is laid down in Parts III to VII (sections 10 to 37). The "basis period" (that is to say, the period on the income of which tax is leviable) will normally be the year preceding the year of assess-

ment. In outline, the process of calculation is as follows:—

(*a*) Section 10 specifies the various sources, income from which is liable to tax. The first step is the ascertainment of the "statutory income". This is the total amount of income derived from the sources specified in section 10 during the "basis period", calculated in the manner, and after allowing the deductions and exemptions, provided by sections 11 to 30.

(*b*) The next step is to calculate the "assessable income", which is the "statutory income" less such amounts as are allowed by section 33 to be deducted in respect of trade losses.

(*c*) The final step is to ascertain the "chargeable income", on which tax will actually be charged. This is the "assessable income", less (in the case of individuals) the amount of the personal reliefs specified in sections 35 and 36.

CHAPTER IX

LAW AND ORDER

A.—JUSTICE

The Courts Ordinance (Chapter 10) provides for the following Courts for the administration of Civil and Criminal law:—

(*a*) The Supreme Court;
(*b*) District Courts;
(*c*) Police Courts;
(*d*) Coroners' Courts.

The Court of Criminal Appeal Ordinance (Chapter 11) provides for appeals from convictions had in trials at Assizes.

The Supreme Court is composed of the Chief Justice and three or more Puisne Judges. It is a Court of Record, and consists of:—

(*a*) the High Court which exercises original criminal and civil jurisdiction, and appellate criminal and civil jurisdiction in cases tried in District and Police Courts; and
(*b*) the Court of Appeal which exercises appellate civil jurisdiction in cases tried in the High Court.

An appeal lies from the Court of Appeal and the Court of Criminal Appeal to the Judicial Committee of the Privy Council.

Criminal trials at Assizes are held before a Judge sitting with a jury of seven persons.

Normally there are two District Courts in the Colony of Singapore, one for civil and the other for criminal cases. To cope with the large increase of criminal cases, four additional District Courts have been established. The civil jurisdiction of a District Court is limited to suits involving not more than five hundred dollars when a District Judge presides, and not more than one hundred dollars when an Assistant District Judge presides.

There are at present eleven Police Courts in the Colony, the Governor having power to constitute as many Police Courts as he thinks fit. The jurisdiction of the Police Courts is regulated by the Criminal Procedure Code (Chapter 21) but certain additional powers and duties are conferred upon them by other Ordinances.

There is also a Coroner's Court; a Coroner is appointed by the Governor either for the whole Colony or for a district thereof.

The Courts Ordinance also provides for the appointment of Justices of the Peace. Justices of the Peace are not Courts and have no power to try cases.

The criminal procedure of the Colony is governed by the Criminal Procedure Code while civil procedure is governed by Rules of Court made under the Courts Ordinance.

Civil procedure in the Supreme Court is governed by Rules of the Supreme Court, and civil procedure in the District Courts is governed by District Court Rules.

B.—The Singapore Police Force

At the close of the year, the Force was composed as follows:—

Officers *(including leave and Training Reserve)*	
56 made up of	54 Europeans
	1 Malay
	1 Chinese
Inspectors *(including leave and Training Reserve)*	
105 made up of	19 Malays
	30 Indians
	29 Chinese
	13 Eurasians
	14 Europeans
N.C.Os and Men	
2,834 made up of	2,289 Malays
	349 Indians
	175 Chinese
	21 Eurasians

Probably the most heterogeneous Police Force in the Colonial Empire.

The Police Radio Patrol system, although only in its infancy and working with any equipment it could find, played its part in the suppression of crime and in building up public confidence in the Police.

In January, there were thirteen vehicles fitted for wireless. Shortage of staff permitted only three patrols throughout the 24 hours, but in April the system was reorganized in order to effect greater economy in the use of vehicles, better co-ordination between patrols, better coverage and a reduction in the time required for cars to get from one place to another when answering urgent calls.

In December, the number of vehicles had increased to 18. This permitted four patrols throughout the 24 hours in the inner Municipal area and one patrol, which could be moved where most needed, outside the Municipal area. Shortage of staff and the deterioration of equipment prevented any increase in the number of patrols.

Six thousand three hundred and seventy-six calls were answered during the year, 1403 of which were on "999". As a result of these calls, Radio Cars were directly responsible for recovering or arresting the following:—

Stolen Cars	23
Wanted Cars	102
Arms	6
Armed Robbers	5
Robbers	23

and effected the arrest of a total number of 1,420 persons.

OPENING THE ASSIZES

The New Supreme Court building is on the right; the old Supreme Court building in the background has become the headquarters of the Department of Social Welfare. In Singapore, as in other parts of the Empire, the Assizes are opened with traditional ceremony.

The equipment used has been mainly that obtained from Army and other Services. It is rapidly becoming unserviceable and the difficulty of maintenance is increased by the fact that service type spares are hard to get.

Three officers of the Force made a study of Police Radio Patrol systems and equipment whilst on leave in the U.K. A very thorough enquiry into this subject with Home Office experts resulted in a decision in favour of very high frequency, amplitude modulation equipment, using two linked main transmitting stations, three fixed stations and the requisite mobile equipment for cars and launches. At the end of the year, approval for this had been given by Government and it is to be hoped that the new equipment will arrive before the old equipment finally dies out, or before extra expenditure becomes necessary to keep the present out-moded and worn out equipment in use. The installation asked for is the same as that supplied to the Hertfordshire Constabulary Radio Patrol Service, which was inaugurated by the Rt. Hon. Mr. Chuter Ede on 14th October, 1947, and which is described as "the first of its kind in the world". With similar equipment in Singapore, the Police will be given their strongest weapon against crime.

Ever since the re-occupation of Singapore, the regular Police have been short of men, the shortage varying between three and four hundred.

Various factors have worked against bringing the Force up to its authorized strength, including the advisability of waiting for the new Police Pay Code, the acute shortage of accommodation both within and outside the Training School and the shortage of Training School staff.

To fill the gap, many of the surviving members of the old Singapore Special Constabulary and new members were mobilized in the early days after the liberation, and on the 1st January, 1947 this Force totalled 229. On the 31st December, 1947, this figure had risen to 401 full time and fully paid serving members, consisting of:—

Chinese	110
Malays	225
Indians	20
Eurasians	40
Others	6

Members of the Special Constabulary, on first joining, receive two weeks intensive training in elementary Police duties and drill before being posted for duty. As soon as possible, they take courses in revolver shooting and musketry.

They have been employed mainly as guards over godowns, stores, banks, etc. and, in many cases, have been hired for full time service with firms, Government being reimbursed for such services;

approximately a third of the men are so employed. They have also acted as escorts for the movement of specie, manned Police telephone boxes, and acted as telephone operators, radio operators, drivers and orderlies. Some of the Specials have subsequently joined the regular Police and are doing very well.

On several occasions they have made successful arrests of looters, thieves, housebreakers and pickpockets. On one occasion, the prompt action of a Special Constable on duty inside a bank, when bank employees were set upon just outside the building by robbers, led to the recovery of $100,000 property of the bank.

The Special Constabulary have a record of service during the year of which any Force might feel proud.

At the beginning of the year there were three main problems confronting the Singapore Police Force:—

(*a*) The inadequacy of the pay;

(*b*) The prevalence of organized gang robberies;

(*c*) The serious looting and thefts in the Harbour Board area.

With regard to (*a*)—The lower ranks were in receipt of pay on which they could not possibly live, the Inspector ranks were on rates which did not enable them to maintain their position, and the Officers, in a majority of cases, had to supplement their salaries from savings made possible either during internment or during service in the Armed Forces during the war.

A Police Pay Code Committee had been appointed in 1946 to make recommendations for improved rates of pay for the Inspectorate and the rank and file, and to consider and make recommendations to Government in respect of certain higher ranks specifically mentioned; the final report was submitted on the 13th of December, 1946. On the 5th of March, 1947, it was announced that Government had approved in a large measure the rates of pay recommended; as a result of this, the Inspectors received 100% of the benefits recommended by the Committee, which had advised giving a salary sufficient to enable them to maintain their position without allowances. In the case of the rank and file, however, the Committee had recommended certain allowances for marriage and children, and had based their recommendations for pay accordingly. Approval was not given to pay marriage and children's allowances, and the final conditions for the rank and file under the new Pay Code still remain unsettled.

The result is a contented Inspectorate and contented bachelor constables, while the large majority of the rank and file, who are married, still await the final result. The new rates of pay, although not sufficient to attract the Chinese to the uniformed branch of the Force, except as "direct entry" Sub-Inspectors, did have the effect of increasing very considerably the number of applicants for enlistment

and therefore gave the Recruiting Officer a wider choice. They also had the effect of dispelling feelings of discontent, which had reached alarming proportions.

Police Officers await the decision of Government with regard to the report of the Salaries Commission, which deals with monthly paid members of Government service generally. This Report was published only a short while before the end of the year.

The combined figures for armed robberies and simple robberies were 106 in January, fell to 95 in February, and rose steeply to a maximum of 144 in May. There was a steady decline during the next few months, the figures being 123, 103, 93, 70, and in November 63 only, the smallest return since the liberation. Christmas, as usual, brought an increase and 105 cases were recorded. But, whereas the 106 cases in January were mainly organized armed gang robberies, the 105 cases in December were mostly simple robberies of a casual or unpremeditated type. The figures for robbery with arms throughout the year exceeded those for simple robbery.

From May onwards it began to be possible to arm the ordinary beat-duty constables with revolvers and pistols, and it is probably correct that this not only helped to improve their morale, but also acted as a deterrent to armed robbers.

Service personnel were responsible for an average of about three robberies a month, the majority of which were committed on taxi drivers.

Large gangs of youths, who assaulted and robbed persons in the vicinity of the New World and in the Bras Basah Road area early in the year, were successfully broken up by flying patrols. Robbers then turned their attention to taxis, engaging them in the town and directing them to the rural areas before robbing them. Mobile road blocks were found to be the answer to this. In the last two months of the year there were few well-planned robberies—the majority being street robberies in which the victim was selected at random. To deal with this, men were put out in plain clothes, which had some effect. In general, the Police have dealt successfully with all types of criminal, though the incidence of crime may temporarily be made heavier by the release from prison of men who were convicted of robbery in the early days after the liberation. Aggressive patrols, radio through "999" and sharp punishment, inflicted while the memory of the case is yet fresh in the public mind, are the solution.

On 14 occasions the Police were fired upon by armed robbers; in these engagements five members of the Force lost their lives in the gallant execution of their duty and six were wounded.

The prevalence of crime in the Harbour Board area, which seriously affected the reputation of Singapore Port, called for an immediate and drastic remedy.

Early in the year, therefore, it was decided to form a Force of Auxiliary Police, to be drawn mainly from British Service personnel, then in the Transit Camp and awaiting passages to England and demobilization, to arm them with Sten-guns and other weapons, and to post them to guard all the godowns in the Harbour Board area.

The Unit came into being on the 1st May, 1947, when 44 men reported for duty. These consisted of 31 English, five Australians, three Anglo-Indians, four Eurasians, and one Chinese.

The original authorized establishment of this Force was 200, but, for reasons of economy, it was reduced to 150. Recruiting to replace casualties stopped on the 30th August, 1947, and at the end of the year the Force consisted of 94 English, 11 Australians, nine Anglo-Indians, 12 Eurasians, and 11 Chinese.

The conditions of service are extremely good and there has been no difficulty in recruiting for this Force, which operates exclusively in the Port and is paid for by the Singapore Harbour Board.

The effect on crime was marked. Accurate statistics are impossible to obtain as looting and thieving at the beginning of the year were so universal that a very large number of cases went unreported. In January, 406 cases were reported and in December 81, the latter figure probably represents the number of cases which actually occurred.

C.—Singapore Prisons

This year the old section of the Pearl's Hill Prison celebrated its centenary. The foundation stone was laid by Col. Butterworth, C.B., in 1847.

The following prisoners have been admitted to prison during the year:—

Condemned	21	of whom 8 have been executed
Long Sentence	702	
Short Sentence	2,676	
Sentenced to Simple Imprisonment ..	661	

The above includes 228 females and 69 juveniles. 3,936 prisoners were admitted to the Civil Prison on remand and are awaiting trial.

Remands	3,817
Banishees	114
Aliens	5

The daily average of prisoners in Singapore Prisons was:—

Pearl's Hill Criminal	1,217
" " Remand	450
Changi Prison	673

TRAFFIC CONTROL
At the busy junction of High Street and North Bridge Road.

During the first part of the year, Pearl's Hill Prison continued to be very overcrowded. There were 14 escapes of which five were criminals (one shot dead by Police, two recaptured) and 9 remands—none recaptured.

The Remand Prison owing to excessive overcrowding was a danger spot. In September information was received that explosives had been smuggled in some months before and that an attempt was to be made to blow down part of the Remand Prison wall. The discovery of these explosives led to an organized riot on the part of some of the prisoners which was very well handled by the staff. During the melee a prisoner was hit on the head by a lump of concrete torn up from a drain and thrown by another prisoner. He unfortunately died in the hospital from his injuries; several other prisoners were treated for minor injuries.

In October, 1947, Changi Jail was handed back to the Civil Government after extensive repairs had been carried out by the P.W.D. to the Quarters and Barracks: 533 Long Sentence prisoners were transferred and a marked improvement was observed in Pearl's Hill Jail. The present approximate number of prisoners in each prison is as follows:—

Pearl's Hill Prison on 31.12.47:	Criminal	..	824
	Remand	..	372
	Vagrants	..	3
			1,199
Changi Prison			722

This includes 278 Japanese war criminals serving in both prisons, *i.e.* Pearl's Hill Prison = 126 and Changi Prison = 152.

In the latter half of the year a number of steps were taken with the object of improving the morale of the subordinate staff. These included the recruiting and training at the newly opened Subwarders' Training School at Batu Gajah, Malayan Union, of 49 new Subwarders as replacements, the building of new Subwarders' Barracks, and a small increase in the Cost of Living Allowance. The transfer to Changi helped to ease the overcrowding in the barracks.

Extensive additions to the security of the Pearl's Hill Prison were carried out, such as heightening of walls, wire fencing inside and outside, and electric lighting of the grounds.

Changi Jail was left as bare as a board, all the pre-war industrial plant having been removed including the printing presses, book binding and laundry machinery and the carpet looms. Consequently it was difficult at first to find work for the prisoners apart from necessary cleaning and rehabilitation. Carpenters' tools were obtained, and the laundry started after a fashion. An officer was

loaned to the Printing Department to learn the trade, and certain printing machinery was made available. All available ground inside the wall has been put under cultivation, it is hoped to have a large area outside fenced off, and a farm started in 1948.

The average cost of feeding prisoners dropped from $1.16½ per day to $1.05½ per day in the case of European prisoners; and from 60½ cents per day to 50½ cents per day in the case of Asian prisoners.

Industries in the Pearl's Hill Prison remained on a smaller scale after the transfer to Changi but the laundry continued as before, washing on average of 31,000 pieces per month for the Police, Fire Brigade, hostels, staff and other Government departments.

The health of the prisoners remains satisfactory.

CHAPTER X

PUBLIC UTILITIES

The public utility services of Singapore are administered by the Municipality which finances, constructs, and maintains them. These services contribute to the well-being and health of nearly one million inhabitants.

The year has been spent in strenuous efforts to remedy the devastating effect of neglect and mal-operation by the Japanese during the period of the occupation. As in 1946, restoration to a pre-war standard of efficiency has been hampered by serious delays in obtaining supplies of materials from abroad.

It was evident that industries were being rehabilitated and expanded as rapidly as supply of materials would allow, which was reflected in the large demands, *e.g.*, for electric motive power.

An outstanding fact in regard to the utility services of water, gas and electricity was an appreciation of the necessity to plan for large and immediate extensions in view of the present and future expansion of those industries which rely upon these services.

The supply of unskilled labour improved, but the cost of this labour and of skilled artisans increased. Great difficulty continued to be experienced in the recruitment of professional officers.

Large demands *e.g.* for electric motive power are evidence that industries are being rehabilitated and expanded as rapidly as supplies of materials allow. Conscious of the present and future growth of industries relying on water, gas and electricity, the Municipality is planning ambitiously for immediate extension of the supply of these services on a large scale.

The street lighting by gas and electricity existing pre-war was almost totally eliminated by the Japanese. An extensive programme for the installation of modern street lighting by electricity was planned for the period 1947–1951, and progress made in this scheme had already become evident throughout the town towards the end of the year.

GAS

During the year a very considerable amount of repair was carried out to all machinery and running plant with materials received from the United Kingdom, and with usual maintenance this part of the works will last for some years to come. The Coal Gas producing plant is still in the same condition as it was at the beginning of the year; this is due to the non-arrival of resetting materials (materials ordered in November 1945, were received in December 1947). With careful

handling the plant has been kept working, various temporary repairs having been made throughout the year. The Water Gas plants have been overhauled and are working efficiently. Heavy carburetting of the gases had to be maintained to keep the gas values at normal. The Steam system was overhauled and is now reasonably efficient. The main drawback has been the inability to procure gas coal. This has put extra work on the Coal Conveying plant and the Gas Producing plant. Every avenue of approach has been tried with very little success. It is hardly necessary to state that bunker and steam coal is useless for producing gas. Unless better quality coal is obtained much of the good work done during the year will have been wasted.

The Distribution Department has had a full and heavy year. Mains and services have been examined and cleaned, leaks located and attended to. It is gratifying to note that the unaccounted gas percentage has been further reduced. The fittings and appliances sections have made two surveys during the year and a great number of hired appliances, previously recorded as missing, have been recovered. All available appliances are in use and a large number of names of prospective consumers are on a waiting list; this is not a very satisfactory state of affairs, and it must be reiterated that it will be impossible to supply more gas until the coal gas producing plant is rehabilitated and better coal procured.

The gas sales to consumers during the year were higher by 4.8% than the peak years before the war and enquiries have been received from industrial firms which, if taken up, would increase the load by 346,000 cubic feet per day, or approximately 66% over present day output. It is of interest that an increasing number of local families ask for gas for cooking purposes.

The shortage of labour for the first half of the year was critical. To augment it 40 Japanese surrendered personnel had to be employed for a time, they were dispensed with in August when labour became easier. A "go slow policy" is still noticeable but labourers who persist in this attitude are gradually being replaced by workmen who are prepared to do an honest day's work.

Electricity

The generation and distribution of electricity has been maintained in spite of numerous difficulties mainly due to a long period of inefficient maintenance.

It has not always been possible to maintain continuity of supply and, during the peak period it has been necessary to adopt load shedding in order to keep the demand within the capacity of the generating plant.

All the generating plant has been overhauled, but lack of spares has prevented it from being brought to its normal efficiency.

During the occupation period the Japanese wrecked one 10,000 K.W. turbine and substituted another turbine brought down from North Malaya. This turbine was removed and returned to the owners and the original 10,000 K.W. turbine, after rehabilitation, will be re-erected in St. James Power Station. During this period of change-over no spare plant was available in the Power Station. Delivery of a second-hand 5,000 K.W. turbo-generator and two boilers each of 63,000 lbs. capacity commenced during the year; this plant when in commission will permit a limited increase in the peak load until such time as a new 25,000 K.W. turbo-generator and boilers have been installed.

Considerable industrial and domestic developments have taken place during the year, which have taxed to the full the generation and distribution systems.

The highest total units generated per month increased by one million K.W. hrs. over the 1946 figure to a maximum of 9.5 million K.W. hrs. in 1947, and it is anticipated that this figure will be considerably increased in 1948. Units generated increased from a total of 75.4 million in 1941 to 105.7 million in 1947. The corresponding figure for the nine months (April to December) of 1946 was 63.8 million.

Delay in the delivery of cables placed an enforced restriction upon the extension and installation of new mains on the distributing system, but when materials become available it will be extended and supplemented in order that the present and future loads can be carried with safety. During the year sixteen new sub-stations were commissioned. Thirteen were necessitated by industrial developments, and three by domestic loads.

SEWERAGE

Considerable progress towards the restoration of normal conditions was made during 1947 in spite of the severe handicaps of many years of neglect. The labour strength was low at the beginning of the year and a strike lasting three weeks caused a further set-back, while later on, when labour was more freely available, shortage of materials prevented full use being made of it for construction of new sewers as had been planned. However, some constructional work was carried out, including three-quarters of a mile of new sewers, completion of the River Outfall discharging the effluent from Kim Chuan Road Sewerage Disposal Works (dealing with the Northern and Eastern Districts of the town) into the Serangoon River, and the reconstruction of the effluent conduits at these works, which were

found to be badly damaged by corrosion due to incomplete operation of the works during the Japanese occupation.

Delivery of spare parts for machinery has been disappointing. There has been much difficulty in tracing and getting delivery of orders placed through Army sources by the British Military Administration and there is no prospect that all the outstanding items will be obtained soon. Orders placed with the Crown Agents nearly two years ago have still to be completed. Nevertheless out of 65 units of machinery in the pumping stations, of which only 29 were in good order last year, 53 are now usable though not all have been fully repaired. Restoration of the filter bed distributors at Alexandra Road Sewage Disposal Works was also nearly completed.

Thefts and consequential damage were a source of trouble, particularly from Public Conveniences.

The shortage of sanitary fittings continued and installations could only be made in 46 properties. It will evidently be some years before full use can be made of the sewers laid to the new disposal works which came into operation just before the war.

Water

Rehabilitation work and general maintenance continued throughout the year but during the first few months were retarded by labour troubles. Generally, reasonable progress was made where replacements or supplies were available.

The Impounding Reservoirs were given attention and maintained in reasonable order but many adverse effects of the Japanese occupation have yet to be remedied.

Sedimentation tank capacity and facilities for efficient pre-treatment not yet being available, pre-chlorinating was resorted to at the Johore and Bukit Timah Road Works. This treatment has improved the bacteriological condition of the water but the chemical and physical conditions of the supply are still unsatisfactory. Experimental work was carried out to ascertain a suitable method and devise plant for pre-treatment but results were not conclusive. The work is being continued.

Repair work on the filtration plant was continued.

The condition of the pumping plant at Woodleigh and Pontian was improved. At Pontian two new sets were commissioned, but this improvement was offset by a serious breakdown on one of the original plants which was rendered useless by a broken main crankshaft.

Distribution, Waste Detection and Metering all made progress and the work was reflected in a decrease in losses of water and a lower consumption figure. The average daily consumption of fresh water for the year was 31,160,000 gallons which gives a figure of approximately 34.6 gallons per caput per day.

A NIGHT SOIL TRUCK ON ITS ROUNDS

Many of the rows of houses in Singapore are built back to back which not merely prevents the access of light and air but necessitates the removal of night soil through the front of the house. Since it was first set up, the Singapore Improvement Trust has, under statutory powers, opened many miles of "back lanes" between such houses.

Special Works continued but lack of staff and of supplies impeded progress. The pumping plant for Bukit Timah Station is now more than a year overdue and no delivery date is yet given. Tunnelling work on the new Ayer Hitam supply had progressed to the extent of 471 feet leaving approximately 1,730 feet to be completed.

The Municipal Commissioners approved the design and construction of the New Works by Water Department staff and Government agreed that consulting engineers need not be engaged. Negotiations have been put in hand to acquire the requisite land, proposals made for staff, survey commenced on the pipeline and enquiries made regarding steel. The need for an additional supply is now a matter which causes anxiety and it is hoped to obtain the active assistance of the controlling authorities in the United Kingdom to expedite the necessary supplies.

Three experienced members of the Water Department namely the Water Engineer, Distribution Engineer and the Superintendent Works Woodleigh, left during 1947 thus depleting the staff to such an extent that the efficient operation of the Department and the preparation and execution of plans for the future have become very difficult.

BROADCASTING

The licensing of broadcast receivers was re-introduced 1st May, 1947, and by the end of 1947 the number of licences issued in Singapore was 11,700. The annual fee for a Broadcast Listening Licence is $12.00.

During 1947 a considerable amount of new equipment arrived from the United Kingdom, and one new 10 K.W. medium wave transmitter and aerial system was installed and put into service, in place of the Japanese built transmitter which had operated until that time. One 5 K.W. shortwave transmitter has also been installed and is due for commissioning early in 1948. The number of transmitters operating in Singapore during the year was three.

Programmes from Radio Malaya were broadcast in English, Chinese, Tamil and Malay, the service being operated over two networks, the Blue Network carrying English and Malay, and the Red Network carrying Chinese and Indian programmes.

In addition to the Radio Orchestra and live studio programmes, a fortnightly variety feature entitled "Radio Roundabout" was introduced and produced at the Little Theatre before an audience of Servicemen and civilians. Outside broadcasts included race meetings, football matches and other similar items of general interest, whilst continued use was made of B.B.C. transcriptions and gramophone records for studio programmes.

Broadcasts to schools have increased greatly in scope and effectiveness during the year, and now average nine hours per week,

made up of 27 different programmes in English, Malay and Kuo Yu. At the end of the year 28 English, 7 Malay and 29 Chinese schools in Singapore were using the service.

Notes for teachers containing synopses of coming broadcasts, music of the songs to be used, diagrams and maps are despatched to schools fortnightly and have been very favourably received.

The hours of transmission were:—

Mondays and Wednesdays	1100—1200 hours (School Broadcasts)
Tuesdays and Thursdays	1120—1200 hours (School Broadcasts)
Daily	1200—1400 hours 1800—2300 hours (2330 hours Saturdays)

The British Far Eastern Broadcasting Service of the Foreign Office continued to operate from Singapore during 1947 transmitting the "Voice of Britain" to Far Eastern countries outside Malaya.

CHAPTER XI

COMMUNICATIONS

In the field of communications the year 1947 has seen almost complete restoration of equipment and services to pre-war standards, together with the introduction of many new developments.

Shipping and Port Facilities

During the year 1947, the volume of cargo handled was approximately 2,560,000 deadweight tons, of which 1,512,000 tons were handled over the Harbour Board wharves, the balance being handled in the roads. This gives a daily average of 7,300 tons. The volume of cargo handled over the Harbour Board wharves was slightly higher than the figure for 1946 and was, in fact, the highest on record for any year of peace except 1938. The approximate number of ships handled by the Singapore Harbour Board in the year 1947 was 1,700 and their approximate net registered tonnage was 4,943,552. Delays to shipping waiting for berths were greatly reduced in 1947, and the average time for which ships were kept waiting for berths amounted during the year to less than a day. The improvement arose partly from the great progress which had already been made in 1946 towards restoring the bombed transit sheds and partly from steady progress during 1947 in restoring the organization and administration of the port.

In spite of constant difficulties in obtaining materials, the restoration of the Harbour Board's facilities proceeded. Warehouse space was increased by 350,000 sq. ft. and 5¾ miles of road were reconstructed. Along the quays 75,000 sq. ft. of new surface were laid and 3,000 lineal feet of quay-fenders were renewed. In addition to minor repairs throughout the Harbour Board railway system, 3¾ miles of railway were entirely re-laid. By the end of the year the greater part of the dredging programme, necessitated by years of Japanese neglect, had been completed; 1¼ miles of sea frontage having been dredged to normal depth.

The year saw great progress in the work of the Board's electrical department. The lighting of the wharves was entirely renovated and mercury vapour lamps of high power were introduced everywhere. Telephone service was made available to all ships requiring the service alongside the wharves, linking them with the Singapore city system. In addition a magneto type of fire alarm system was constructed and installed, covering the whole of the wharves and the dockyard areas.

The long range salvage tug "Griper", procured in the second half of 1946, successfully completed four salvage operations during 1947.

An interesting feature of the year's work was the completion of two new installations for storing and shipping latex.

The Harbour Board's shipyards worked to their full capacity during the year. In addition to many major repairs to ocean-going ships, several reconstructions of local steamers were completed and three locally owned dredgers were refitted. The addition of new machinery steadily increased efficiency in the dockyards during the year, and a large office and store was completed in replacement of the dockyard office and store which had been totally destroyed by bombing.

The year opened with a grave inheritance from 1946 of looting and pilferage. To meet the situation a force of Auxiliary Police Officers was raised. By the middle of the year this Force had the situation under control and on the Board's wharves looting came to an end and pilferage was reduced to a level comparing well with any other major port in the world.

The first re-dredging of the Singapore River commenced in July, 1946, and was nearing completion by the end of 1947 after some 300,000 cubic yards of silt had been removed. The work was carried out by one bucket dredger with the aid of two grab dredgers.

In addition, the Sea Plane Channel, Kallang Airport was cleared of some 400,000 cubic yards of silt. This work was carried out by two bucket dredgers and two grab dredgers.

The Buoyage and Lights controlled by the Marine Department of the Colony are now fully re-established and a Marine Department launch has been fitted for providing a Wireless Direction Finding Calibration Service for the checking of Ships' Finding Gear.

A number of wrecks were removed during the year from the north end of the Inner Roads. The Royal Navy was engaged in similar work on the wreck of a floating crane in the Outer Roads, but this was not completed.

New lighting apparatus has been ordered for the better marking of a few wrecks remaining in the Port.

Civil Aviation.—Rapid progress was made in the development of Civil Aviation in the Colony throughout the year.

An event worthy of special mention is the rapid growth of Malayan Airways who ran their first service on the 1st of May, 1947 and by the end of the year had seven aircraft in service operating sixteen scheduled services per week.

Landing Grounds.—Kallang remained the only Civil Airport for Singapore and handled a total of 1,286 land planes and 422 flying boats during the year.

The Royal Air Force airfields of Changi and Tengah were also used by certain civil aircraft. Tengah came into use in early December to handle Constellation aircraft on the Qantas Empire Airways "Kangaroo" England/Australia service. These aircraft are too large to use Kallang and to facilitate handling and maintenance, Lancastrian aircraft on the same service were transferred from Kallang to Tengah when the Constellations came into use.

Air Traffic Control.—The re-opening of Kallang Airport in 1946 necessitated the establishment of full land and water aerodrome control facilities up to International Standards. Training for Air Traffic Control Officers for Kallang and also for aerodromes in the Malayan Union was commenced in February, and courses of instruction continued throughout the year.

On the 15th of October the responsibility for the administration and operation of the Singapore Area Control Centre was transferred from the Royal Air Force to the Department of Civil Aviation. The Headquarters of the Centre were established in a block of offices at Kallang Airport, in conjunction with facilities provided by the Director of Telecommunications and Director of Meteorological Services. Due to the shortage of European Air Traffic Control Officers, the Royal Air Force agreed to second controllers to assist the Department of Civil Aviation until such time as additional trained controllers are sent out from the United Kingdom.

Air Services.—British Overseas Airways Corporation and Qantas Empire Airways, Ltd., continued to operate flying boats on the England/Australia route and added a weekly Singapore/Hongkong flight.

The land plane England/Australia route which provided three Lancastrians each way per week at the beginning of the year was altered in December to three Constellations and three Lancastrians each way per fortnight, the Lancastrians carrying freight only.

Malayan Airways started operations with a daily return service from Singapore to Penang with stops at Kuala Lumpur and Ipoh with Consul aircraft. They gradually increased their services as additional aircraft, including four Dakotas, became available. At the end of the year they were operating, in addition to the above, a thrice weekly return Kuala Lumpur/Singapore service and twice weekly return services Singapore/Kuala Lumpur/Kuantan/Kota Bahru. Weekly return services run to Medan *via* Penang; Batavia, Palembang and Saigon *via* Kota Bahru.

Royal Dutch Airlines (K.L.M.) operated bi-weekly services from Amsterdam to Batavia *via* Singapore. In addition frequent local services connect Singapore with Batavia, Palembang, Padang, Medan and Sabang and a fortnightly service runs to Batavia *via* Tanjong Pandan, Pankal Pinang and Sinkep.

Cathay Pacific Airways and Skyways (Hongkong) Ltd., both ran bi-weekly services to Hongkong during the year.

A number of British, Dominion and Foreign operators also ran charter and delivery flights through Singapore.

Roads and Vehicles.—The Colony has 279 miles of road of which 275 miles have an asphalt concrete or bitumen surface. All public roads in this Colony are "all weather" roads.

The main roads are in good condition but the secondary roads have required heavy maintenance mainly on account of the very heavy traffic, in the main military, but also due to the fact that the military vehicles are of considerably greater load carrying capacity than those the roads were originally designed and constructed to carry. The long period of neglect under the Japanese regime has also contributed to the deterioration of these roads.

The majority of the roads do not possess the necessary depth of foundation to cope with the present day loads and intensity of traffic. Many of the secondary roads are not more than 16 ft. in width and considerable damage has been caused to the edges of the metal surfaces. An extensive programme of widening and strengthening haunches has been put in hand.

Shortage of suitable plant and the inability to obtain parts for existing plant has proved a handicap.

In order to prevent further rapid deterioration and to prolong the life of existing surfaces, some 24 miles of road were seal coated during the year and some five miles were completely re-surfaced.

The registration figures as at 31st December, 1947 for vehicles in Singapore showed a total of:—

Private Cars	8,419
Taxis	1,867
Buses	210
Motor Cycles	1,801
Private Lorries	3,652
Hire Lorries	1,754
Bicycles	17,267

Telecommunications.—The year 1947 has been marked by steady progress, which has however been disappointing in its slowness due to delays in delivery of equipment from United Kingdom, and difficulty of recruitment of staff adequate to needs of the service.

Telephone and Telegraphs.—Telephone trunk communication approached the pre-war quality of speed of service, and developments are in progress to continue improvements in order that the service may work at its highest standard.

Trunk communication was provided by five 3-channel carrier systems, while a sixth system will be ready for service in the near future.

The service provided by the 16-channel Voice Frequency Telegraph equipment has been expanded and direct teleprinter connection between offices in Kuala Lumpur, Penang and Singapore was available on demand. Increased use of the service will be made as more teleprinters become available from the United Kingdom.

The telephone system on Singapore Island is owned and operated by the Oriental Telephone & Electric Company, Limited. The demand for telephones has been greater than pre-war and the Company continued to augment its equipment to cater for the present demand and future developments.

Cables and Wireless, Limited continued to operate their telegraph circuits, external to Malaya. Facsimile and picture transmission were operated between Singapore and the United Kingdom during the year, developments being in progress for a reciprocal service from the United Kingdom to Singapore.

Radio Services.—Radio telegraph services to Borneo, Brunei, Sarawak, Christmas Island and Siam have been maintained.

Radio telegraph service to all ships has been opened, as well as a short range radio telephone service primarily for the use of small coastal craft.

Radio services for Civil Aviation and Meteorology were taken over from the R.A.F. on 1st July, 1947. These services have been rapidly increasing month by month and it has been difficult to keep pace with the traffic demand in relation to trained staff and equipment.

Radio reception of press has been taken over by the agencies concerned.

A radio telephone link for use by the Medical Department has been established between Fullerton Building and St. John's Island. This is the first of a number of similar projects planned for Singapore making use of "Very High Frequencies".

Postal Communications.—The reorganization of the Postal Services during the year continued. The arrival of several senior officers recruited from the British Post Office, the availability of suitable locally recruited staff to augment the depleted post-war establishment, the addition of new motor vehicles and internal equipment all contributed to the provision of an enlarged and more efficient service.

A total number of 20,000,000 letters were posted in Singapore for transmission to the Malayan Union and all other countries, and 13,000,000 were received from other countries for delivery in Singapore and the Malayan Union.

In April, the Base Army Post Office and R.A.F. Post Office ceased to function as such, and the responsibility was transferred to the General Post Office.

Sub-Post Offices.—The re-opening of two more offices derequisitioned by the Military Forces increased the number of offices providing full postal, Money Order and Savings Bank facilities to 17 as compared with 20 pre-war. All mails on the Island are conveyed by Departmental motors with collections and deliveries between the General Post Office and all sub-offices twice daily. The total length of mail routes to sub-offices is 167 miles.

Air Mails.—External air mails have now greatly expanded with the civil air lines taking over the mails previously conveyed by the R.A.F. At the end of the year, however, the R.A.F. still conveyed mails to British North Borneo and Sarawak.

Air mail services were accelerated, particularly those to and from Great Britain, with the introduction of the "Lancastrian" and "Constellation" aircraft.

The internal air mail service was resumed during the year.

Surface Mails.—Regular 'contract' mail ships to Europe are still not available and mails continue to be despatched by any vessel offering a reasonable service. The average transit time of 30 days remained unchanged.

CHAPTER XII

SCIENCE AND THE ARTS

It was recorded in last year's Report that the visual arts seemed to have made less progress than any others in the regeneration of the cultural life of the city since the liberation. This impression must have been false or at any rate should now be revised, since 1947 provided the inhabitants of Singapore with more opportunities of looking at pictures than they had ever had in any pre-war year. The exhibitions were of exceptional scope and variety. Some showed the works of European or Chinese artists with established reputations, the most note-worthy of which was an exhibition of paintings of Balinese subjects by Anatole Shister. Others, often of a high standard, were given by newcomers whose abilities are not yet as widely known as they will undoubtedly become. The most popular, and certainly the best attended was an Inter-School Arts exhibition held in July; this is of interest to the historian not so much for its contents as for the fact that the level of the appreciation of the arts in the Singapore of the future is to be discerned in the standards set for its school-going population to-day. All of these exhibitions attracted a large number of visitors, many of whom came to buy. This is a most significant fact, for artists cannot survive on neglect, or even on praise; the public is their only patron, and the cultural tastes of the public will therefore be the factor which decides whether artistic creation is to survive in Singapore or not. There are of course other factors, some in favour of artistic activities, others which are a handicap to them. One of the main disadvantages is that works of art do not travel well unless careful and often expensive precautions (particularly against damp) are taken. In large countries therefore it is necessary for the connoisseur and the student to travel to see pictures or sculpture, and it is not too difficult for him to do so. Here in Singapore it is impossible, except for the fortunate few, and the result is that, there being no local collection of originals or even copies of works by great masters, there is no standard which the average person can take as his guide. For this and for other reasons, Singapore is therefore glad to welcome the establishment, during the last year, of a branch of the British Council in the centre of the city adjacent to the Raffles Library. Under the auspices of this Council, it may be possible to arrange for collections to be imported on loan, and so extend the range of vision of the local artist or art lover to take in what is going on in the outside world.

Another requirement which is most necessary is that of a good gallery. Artists who have exhibited their work during the past year

have enjoyed the hospitality of the Victoria Memorial Hall, the Chinese Chamber of Commerce, the office of a press agency, a well-known department store in Raffles Place, and an equally famous hotel. All of these have their advantages, but none of them is ideal. Singapore needs (and will obtain when the need expresses itself forcibly enough) a small but central gallery where the art and sculpture of all nations can be displayed, and where loan exhibition can be temporarily housed.

A room in the Fullerton Building, next to the Post Office is, owing to its lighting, not entirely suitable for exhibiting drawings or paintings, but is almost ideal as a selling centre of the Singapore Branch of the Malayan Arts and Crafts Society which was opened, or re-opened rather, at the end of the year. Here are assembled, as conveniently for the tourist as for the resident, specimens of craftsmanship from Singapore itself (where the technique of traditional manufactures has shown astonishing resistance in surviving the competition of machine-made products), from the Cocos-Keeling Islands, from the Malay Peninsula, and from Brunei—a list of territories with somewhat nostalgic associations! Samples of their local craftsmanship, whether grass or rattan weaving, sarongs or silver work find a ready sale.

Music is rather more fortunately situated than painting, in that there is a local school of some distinction, while both the professional and the amateur musician have in gramophone records and wireless broadcasts a standard with which to compare their own achievement that the artist has, with much greater difficulty, to try to set for himself. This is perhaps the place to mention the fact that towards the end of the year arrangements were completed for the setting up of a Rediffusion company (broadcasting over wires) which will enormously increase the range of the programmes available to a larger number of listeners. Both gramophone records and musical scores are still difficult to obtain, besides being expensive, and the assistance rendered by the British Council in giving or loaning a stock of these to various public bodies and private societies has therefore been particularly valuable. The outstanding event in the musical world of Singapore during the past year has been the rapid development of the Children's Choir (200 strong) and Orchestra (50 strong) by Mr. Glan Williams, Master of Music in the Education Department. It has given eight concerts, five for schools and three for the public. The ultimate aim is to establish a full junior symphony orchestra in Singapore. The British Council, recognizing the importance of this aim, has helped in supplying music and funds for the purchase of instruments, while the Singapore Government makes an annual grant. At attempt to re-form the choral section of the Singapore Musical Society has had to be abandoned for the time being, on account of difficulties of getting music scores, lack of the

CHINESE THEATRE

With actor and actress in ancient costumes, the magnificence of which can be judged from this photograph. Chinese acting is highly stylized, every motion and gesture having its own particular significance. The interest lies mainly in the acting, the audience being thoroughly familiar with the plot.

means of transport, lack of time and domestic worries—problems by which the pursuit of the arts may be less affected in Singapore than it is in England, but which are still real enough to matter very considerably. Nevertheless the Victoria Memorial Hall has been filled, and filled frequently. The Chinese alone held no fewer than twenty concerts there, and Mr. Clifford Huntsman gave a number of enjoyable recitals. This has been a most interesting year in the history of Malay music too, which is experiencing a reaction against the influence of Westernized forms of expression. The effect of this reaction is the revival of 'Ghazals' or purely Malay orchestras using instruments of Hindu and Arabic origin. There have also been some significant attempts to make notations of Malay folk music which until now has been handed down from generation to generation and has inevitably lost a good deal of its original characteristics in the process. There should also be mentioned an exposition of Indian dance and music in which all the artistes were Indian girls. This took place before an appreciative audience which included His Excellency the Governor-General, whose interest in and encouragement of the arts this Report records with gratitude.

As there were very few visits by professional companies during the year, the main responsibility for keeping drama alive fell on amateur organizations. The few professional plays that were seen were intended primarily for the three Services, being presented by Combined Services Entertainment. These plays included "Arms and the Man" and "Dangerous Corner". The main home of drama remains the Victoria Memorial Theatre—a very well equipped playhouse by any professional standards, which fact alone presents a financial problem to any amateur group wishing to use it, since they must sell seats to the value of three hundred dollars for each performance to cover theatre costs and entertainment tax alone. The latter is now so heavy as to deter the international artist from considering the possibility of performing in Singapore, and those who were fortunate enough to have seen or heard them look back with regrets to the days when Solomon, the Ballet and John Gielgud in "Hamlet" inspired all who could procure seats or standing room in the Theatre, which could have been filled twice over. There is, at present, little likelihood that such events will be repeated.

Memories like these need not, however, detract from the appreciation of the year's amateur plays, the majority of which were put on by the Stage Club, which was responsible in all for ten productions. Most important of these were "Twelfth Night", "Pygmalion" and "Night Must Fall". The Stage Club's policy is to keep drama in the public eye by presenting plays as frequently as possible. Another amateur group which achieved a reputation during the year was that of the "Little Theatre Players", a Services

organization which presents plays in the tradition of Britain's Little Theatre Movement. The players stage their productions at an intimate little theatre in the Army Education Centre, where their most important presentations have been "Androcles and the Lion" and "The Witch". Both these productions were of an extremely high standard. There has also been revived a pre-war teachers' acting group. Playing under the name of "Teachers Repertory" this company is sponsored by the Singapore Teachers' Union. Its policy is to arouse interest in drama in schools by staging plays itself and by assisting schools with their own productions. So far this group has toured two one-act plays to schools and has presented scenes from "Julius Cæsar", a School Certificate set play. Among the ranks of this company are members of nearly all of Singapore's many races.

Another event of note was the visit of the Chinese Music and Drama Association, a travelling troupe which had done much work during the war years in China. The Association gave public performances, first in the Victoria Memorial Hall and then in Chinese theatres and schools. Their visit has infused new life into local dramatic associations. During the year three new Chinese operatic associations were formed, for the singing of Chinese operatic airs (of Peiping), and the giving of stage performances. Among the Malays also a new page in their cultural history is being written. There has been marked interest shown by Malay women in reviving the performance of ancient dances and ceremonies on the stage—such performances being conducted and executed by amateurs of good descent rather than, as hitherto, by professionals of lesser birth. Of course, these performances are inspired by motives other than that of art for its own sake alone and constitute a note-worthy reaction against age-old prejudices in favour of female seclusion. One performance in particular, sponsored by Che' Fatimah binti Haji Harun and forming part of the celebrations for the wedding of H.R.H. Princess Elizabeth on 20th November, 1947, achieved a high amateur standard.

It will be apparent from this brief account of the cultural developments of Singapore that if there have been few achievements in this sphere which would deserve international recognition, interest in the arts is widespread, and far from superficial. Moreover it is particularly to be observed among the younger generation from which fact encouraging conclusions may be drawn. Accompanying this change in the public taste there is also to be remarked a revival in civic consciousness. This was always strong in Singapore and ought in the natural course of events to become stronger as an ever larger proportion of the inhabitants are of local birth. A number of societies cater for this type of interest—the Malay Arts and Crafts Society

BALINESE DANCE

Performed by Malay schoolchildren at a concert in the Victoria Memorial Hall on the wedding day of Princess Elizabeth. It was a most interesting exhibition of Malaysian music, singing and dancing (of which the Balinese is not, however, typical).

already mentioned, the Friends of Singapore, and the Singapore Branch of the Royal Asiatic Society being the best known of those which are concerned with cultural interests exclusively. The Journal of the last named society made its re-appearance this year, for the first time since the war, and this was a welcome indication that the researches into past history, ethnography and linguistics had been suspended only, and not abandoned. Professional research on these and other scientific matters connected with Malaya continues to be carried on by the members of the staff of the Raffles Museum, the results of which are published from time to time in the Museum Bulletin or in the Journal of the Society.

The scientific work of the Botanic Gardens was carried on as vigorously as possible with a depleted staff. Further progress was made in the preparation of a revised Flora of the Malay Peninsula, and a further series of drawings prepared as illustrations. An issue of the Gardens' Bulletin was published (the first since 1941), containing technical descriptions of a number of new species which were noted during work on the Flora. A paper by the Director on the Classification of Ferns was published in the Journal of the Linnean Society of London.

The interchange of dried herbarium specimens with other botanical institutes was resumed. At the beginning of the war exchanges ceased, and a considerable number of specimens were accumulated. About 10,000 of these have been re-sorted, packed and sent off, special care being taken to ensure that institutes which suffered damage or destruction during the war (notably the Forest Research Institute of Malaya, the Forest Department of North Borneo, and the Philippine National Herbarium) received as large collections as possible.

A considerable number of specimens from the permanent collection were sent out on loan in connection with the great new project, *Flora Malesiana,* which has been launched by the Botanic Gardens, Buitenzorg, Java, with promised co-operation from botanists in many countries throughout the world. This new Flora, which will take many years to complete, will cover the whole Malaysian region from Sumatra to New Guinea and the Philippines. Malaya is included in this area, and will benefit from the studies of botanists who use its material in preparing monographs of various families of plants. At the same time, it is hoped that botanists at Singapore will also take some share in this great work, which is one of the largest projects of its kind ever undertaken.

Horticultural work in the Gardens continued to make good progress, and maintenance was brought back to pre-war standards. No striking novelties were discovered or produced, but the collection

of hybrid orchid seedlings was considerably increased, and some of these seedlings should develop into valuable new garden plants.

The orchid hybrids being raised are broadly of two classes, those which are easy to grow in garden beds and are propagated by cuttings, and those which must be grown in pots, needing more skill in cultivation and propagating more slowly. In the former class, the old-established *Vanda Miss Joaquim*, produced in 1893, showed what was possible; when well grown in Singapore, it flowers profusely throughout the year. The problem is to raise artificially a variety of new hybrids which will have both beauty of form and the same free-flowering character. A few of these had already been produced before the war; small stocks were maintained during the Japanese occupation and are now being propagated. Outstanding among these is a perpetual-flowering large Scorpion Orchid called *Arachnis Maggie Oei*. An advantage of this class of orchids is that a single seedling can in time be propagated to produce thousands of plants. Orchids of another class, grown in pots, are chiefly being raised from species of Dendrobium native in the New Guinea region. They have more or less twisted petals, and include some very beautiful and long-lasting, though not large, flowers. Several hybrids of this group had been produced before the war in Java, and some also in Singapore; they are very popular among local growers of choice orchids, but do not give the quantity of blooms to be obtained from the Vanda class. It is worth noting that with this revival of orchid-growing in Singapore, dispatch by air of cut-flowers to Europe and Australia has again become possible. A basket of such flowers was sent jointly by a local nursery and the Botanic Gardens for the wedding of H.R.H. Princess Elizabeth.

Owing to inadequate facilities in the way of shortages of staff, equipment and chemicals, scientific research in the various departments of the College of Medicine has almost been at a standstill. Towards the latter half of the year supplies from England had started to arrive but only on a small scale. In spite of these handicaps several departments have managed to carry out a certain amount of research work.

In Bacteriology further studies on antibiotics were undertaken. An investigation of the local strains of the food poisoning group of bacteria and other organisms is under way and in addition to these the department is carrying out a serological study on the blood reactions of the normal population of Singapore in relation to typhoid and typhus fevers.

The investigation by the department of Biochemistry on the calcium and oxalic contents of vegetables obtainable in Malaya was completed during the year and the results have been published. The findings are that several cheap vegetables which are popular among

the poorer class of the population have a large excess of oxalic acid over the calcium content. In view of the fact that a large excess of oxalic acid in a dietary may render an equivalent amount of calcium unavailable to the body this finding has an important bearing on the practical application of nutrition especially to people of the lower income groups. These people are not in a position to afford the purchase of adequate quantities of foods rich in calcium such as milk or cheese in order to neutralize the excess of oxalic acid and at the same time supply the necessary daily requirement of calcium. Dietary investigations covering two hundred and forty-four families of the lower income group were conducted during the year. The results showed that about 80% of the families were on diets considered to be unsatisfactory as judged by current nutritional standards. The diets of the families appeared to be more unbalanced in regard to the members of the vitamin *B* group than the diets of last year's investigations. This is due to the fact that more rice is being purchased from the black market in order to supplement the meagre official rice ration. People have got tired of using wheat flour as a rice substitute. In spite of their findings no cases of gross deficiency disease such as beri-beri were seen in the families. About 40% of the children were in a poor state of nutrition in that they were either underweight or exhibited one or more signs of nutritional deficiency. A survey of the food consumed by medical students in one of the hostels showed that the food was satisfactory in regard to the essential nutrients.

The department of Biology in conjunction with the Medical Unit is conducting an investigation into the possible ætiological significance of parasites in *Tropical Eosinophilia.*

In the Medical Unit investigations are being carried out on Eosinophilic lung and a preliminary report has been published. Special histological studies are being made of deposits of pleural effusions and of material from liver punctures. The effects of folic acid on certain cases of anæmia is also being studied.

During 1947 although Raffles College was affected like other institutions by shortages of material and staff, a considerable amount of work in Arts and Science was done both inside the College and outside by members of the staff.

Professor Hough contributed papers to the Review of English Studies, the University Quarterly and the Cambridge Journal. His paper "English Studies" is a valuable contribution from the pedagogical standpoint to the understanding of the problems involved in the teaching of English. His paper "Ruskin and Roger Fry" discussed æsthetic theories.

Mr. Morrell gave a series of broadcasts on Modern English Novelists.

Professor Dobby has broadcast on the geography of current affairs and on the geography of Malaya. He has published "Aspects of the Human Ecology of South East Asia" in the Geographical Journal, and also a primer for local use, "Malaya and the Malayans" (University of London Press).

The department of Economics has been particularly active in public affairs. Professor Silcock was appointed Joint Chairman of the Wages Commission for the Malayan Union and Singapore, the Interim Report of which was published in 1947. Many of the students co-operated in the social survey conducted by the Department of Social Welfare.

Mr. Lim gave a course of lectures in Economics to the Singapore Teachers' Union.

In Physics and Chemistry the usual work of consultation with different bodies in the Colony has been carried out. Experimental work has not been possible through lack of equipment and pressure of work in connection with reconstruction.

The department of History has carried out researches in the History of South East Asia and broadcasts have been given from the Far Eastern network.

Papers by Professor Oppenheim on Lattice-Point Problems and Quadratic Forms have been published in the Oxford Quarterly Journal of Mathematics and in the Journal of the London Mathematical Society.

Mr. Cooke has written a series of articles on Astronomy in the Straits Times.

PART III

CHAPTER I

GEOGRAPHY AND CLIMATE

The Colony of Singapore consists of Singapore Island itself, with some adjacent islets, and Christmas Island and the Cocos or Keeling Islands in the Indian Ocean.

Singapore Island is situated off the southern extremity of the Malay Peninsula to which it is joined by a causeway carrying a road and railway. The straits between the Island and mainland are about three quarters of a mile wide. The Island is some 27 miles in length and 14 miles in breadth, and about 217 square miles in area, including the adjacent islets. The town of Singapore is situated on the southern side of the Island, in latitude 1° 17′ North and longitude 103° 50′ East. For administrative purposes the Municipal area (31 square miles) is distinct from the remainder, or Rural Board area. The former is primarily residential and the latter predominantly agricultural, though housing development is proceeding at a rapid rate outside the Municipal boundaries.

Christmas Island is situated in the Indian Ocean about 190 miles South of the Western extremity of Java in latitude 10° 30′ South and longitude 105° 40′ East. The coast of North-west Australia lies some 900 miles to the South-east. The submarine slopes of the Island are very steep, and soundings of upwards of 1,000 fathoms occur within two or three miles of the coast. The Island, which is steep-sided and densely wooded, has an area of about 60 square miles, and contains extensive deposits of phosphate of lime which are worked and exported.

The Cocos or Keeling Islands, a group of 27 small coral islands about 700 miles South-west of Batavia and about 550 miles distant from Christmas Island lie (except for North Island) between latitude 12° 4′ to 12° 13′ South and longitude 96° 49′ to 96° 56′ East. The largest is five miles long and one-fourth mile wide. Only two, "Home" and "Direction" Islands have important settlements, the latter being inhabited by the staff of Cable and Wireless, which maintains a station there. On West Island there is an air-strip which played an important part in communications during the War with Japan (the Cocos Islands, unlike the rest of the Colony, were never occupied by the Japanese). Home Island houses the labour force for working the large coconut plantations on the islands. The only export is copra.

The Climate of Singapore is characterized by uniform temperature, high humidity and copious rainfall. The variation of temperature throughout the year is very small and the excessively high temperatures of continental tropical areas is never experienced. Although the days are hot and, on account of the high humidity somewhat oppressive, the nights are almost always reasonably cool, and it rarely happens that refreshing sleep is not obtained. The average maximum temperature for the whole year is 86°F and the average minimum temperature 75°F. The average for any one month does not depart from the annual mean by more than 2°F.

There are no well marked dry and wet seasons. Rain falls throughout the year. Records for a number of years show that the average annual rainfall is 95 inches. December is the wettest month with a little over 10 inches while February, May, June, July and September are dry months, with between 6½ and 7 inches. Rain falls on the average on one day in two.

The wettest year on record is 1913 with 135.92 inches and the driest year 1888 with 63.21 inches. Prevailing winds are southerly from May to October and northerly from November to April.

The year 1947 was on the whole a wet one with 111 inches of rain against a normal of 95 inches. March was the wettest month with some 16 inches of rain; more than twice the normal fall for this month. July was the driest month with 3½ inches of rain.

Temperatures were normal. The highest temperature 93°F was recorded on 25th April and again on 21st July.

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[*From a drawing by Patricia Morley*

PENGHULU

From one of the islands off the Peninsula. He is the leading citizen of the "mukim" (parish).

CHAPTER II

HISTORY OF SINGAPORE

In 1819, at the beginning of the year, six ships of the Honourable East India Company lay off an island in the Straits of Malacca. From these on 28th January there put off a small boat carrying two white men and a sepoy guard. One of them, though not yet 38, had already made his mark in the world. He had saved Malacca from destruction, he had suggested the conquest of Java and ruled that Island as Lieutenant-Governor for five years, he had been censured by the Company and knighted by the Prince Regent, he was now Lieutenant-Governor of the moribund settlement of Bencoolen in Sumatra and commissioned, at his own suggestion, by the Governor-General of India to establish a trading station in Riau or Johore. His name was Thomas Stamford Raffles.

The boat nosed its way up a mangrove-lined creek till it reached a clearing where stood some fifty attap huts and a somewhat larger house, the residence of the Temenggong, the Malay governor of the island. The Temenggong met the white men as they landed, with gifts of fruit: through the hot mid-day hours they talked in the cool dimness of the chief's verandah: and when Raffles put back to his fleet the foundation of the Colony of Singapore had been laid.

The Temenggong would treat but was nominally a subordinate, and Raffles sent for Tengku Husein, sultan *de jure* of Johore-Lingga though supplanted with Dutch connivance by his younger brother. Husein too would treat and on 6th February the Sultan and Temenggong agreed to the building of a British factory on Singapore Island and equally to exclude from their territories all other powers. Raffles' "political child" was born.

Henceforward Raffles was to refer to "my city of Singapore". He was richly entitled to do so. It had been his researches which had informed him of the forgotten past of the Island, of the prosperous commercial centre which had flourished there under the name of Singapura, the "Lion City", in the 13th and 14th centuries, and had been destroyed by the Javanese in or before 1377. It was his imaginative power which had revealed to him the immense strategic and commercial value of its position commanding the southern entrance to the Straits and on the most direct route to the Far East.

It was his strong common sense which told him that men commonly dislike restrictions, especially in trade, and led him to enunciate that economic principle of the "free port" upon which the foundations of Singapore's prosperity were laid. It was his self-

confidence and audacity which prompted him to an action which he knew must provoke general and bitter opposition. Nor was he mistaken. The Dutch, monopolists as ever, protested forcibly against the interloper. Colonel Bannerman, the Governor of Penang, timorous and jealous, foresaw the blackest disaster. The East India Company directors in Leadenhall Street were apprehensive, and stated their objections to the Governor-General, Lord Hastings. He had no liking for the situation, but since the thing was done it had better remain so, and he had no use whatever for the threats or claims of the Dutch.

So no decision was taken and meanwhile, though Raffles himself was struggling with derelict Bencoolen, his offspring began to speak for itself, and with authority. No more than 150 when Raffles landed, the population rose to 5,000 in June, 1819 and to 10–12,000 in August. Trade hitherto non-existent, by 1820 far excelled that of Malacca. In 1822 the value of imports and exports was $8,568,151, in 1823 it had jumped to $13,268,397. Patently this infant prodigy was an asset which could not be surrendered.

Nor was it. By the Treaty of London, 17th March, 1824, Holland withdrew its objections to the occupation of Singapore and ceded Malacca, while Britain gave up Bencoolen and all the Company's possessions in Sumatra. At the same time British sovereignty in Singapore was placed on a sound juridical basis by a treaty with the Sultan and Temenggong on 2nd August, 1824, which ceded to the East India Company the Island of Singapore in full sovereignty and property.

Meanwhile, in 1822–23, Raffles had paid his last visit to Singapore and, working with his usual titanic energy, had endowed it with a magistracy, a code of laws and a police force, trading regulations and a town-planning scheme, and, as he hoped, an institution which would make Singapore the intellectual as well as the commercial entrepôt of South East Asia. In 1824 he returned to England where he died in 1826, not yet 45.

In the succeeding years the phenomenal progress of his creation showed no sign of diminution. The trade figures were £2,610,440 in 1825, £13,252,175 in 1864. The population which at the first census in 1824 numbered 10,683 had risen by 1860 to 81,734 of all nationalities, but with a significant majority (over 50,000) of Chinese. Singapore had completely overshadowed its sister settlements of Malacca and Penang, with which it had been incorporated in 1826 as the Straits Settlements, and it was natural that the seat of government should be transferred from Penang to Singapore in 1832. But *surgit semper aliquid amari.* Singapore was doing well but, thought its inhabitants, could do better: and the drag on its further progress was

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the fact that it was an outlying possession of a distant government in India, which did not consult Malayan interests.

The Straits Settlements had been put under the Presidency of Bengal in 1830 and transferred to the direct control of the Governor-General in 1851. It was all one to Singapore: it disliked in increasing measure government from India and in the fifties its discontent became vociferous. It complained in general that the Supreme Government sacrificed the interests of the Straits Settlements to those of India: in particular that it interfered with the currency to the detriment of trade, that it sought continuously to infringe the sacred principle of the "free port" by revenue-producing devices, above all that by its policy of strict non-intervention with the Malay States of the hinterland, it held back the Singapore merchants from developing a large territory of great potential wealth but now so sunk in irremediable anarchy as to render regular trading impossibly hazardous.

The Government of India, for its part, was quite willing to let its wayward dependencies depart in peace. Prosperous the Straits might be, but so low was the taxation that they were actually a burden on the Indian Government. Moreover since the abolition of the Company's monopoly of the China trade in 1834 India was no longer interested in the Straits; it was difficult to find suitable officials for the territory and protection in war was impossible. By all means, therefore, transfer the Straits Settlements to the Colonial Office. So reasoned the Viceroy, Lord Canning in 1859, and in 1860 the transfer was agreed to in principle. To settle the details was another matter. In addition to the parties to the transfer, the War Office and the Treasury were involved, and it was not until 10th August, 1866, that an act was passed to transfer the control of the Straits Settlements from the Indian Government to the Colonial Office. On 1st April, 1867, the transfer was formally effected and the Straits Settlements became a Crown Colony.

The proximate result was the dropping of the policy of non-intervention and the inauguration of a policy of protection and guidance in the native states of the peninsula which in a few decades converted an unhealthy, sparsely-populated and anarchic country into the most prosperous and best developed of all Britain's tropical dependencies. In this development Singapore played a primary part and in the resultant prosperity she had her share. It was in Singapore that European processes of tin-smelting were introduced in 1887 with the result that in 1939 Singapore smelted more tin than England and Holland combined. It was in Singapore and in Perak that *Hevea brasiliensis* was successfully cultivated in 1877; it was the Director of Singapore's Botanical Gardens, Mr. Ridley, who in 1891, first exhibited cultivated rubber to the public, and though Singapore grew

little rubber itself, it became the chief rubber export centre of the world and in 1918 out of a total trade of $512,229,753 the value of rubber exported was $153,455,920. Population followed prosperity in a continuous upward curve: a century after Raffles' landing the population within the municipal limits was estimated at 305,000, in 1931 it was 559,946 of whom 74.9% were Chinese.

With justice could the Singapore Chamber of Commerce refer in 1919 to "the wondrous growth of the trade of the Port." In that respect Raffles' expectations had been fulfilled completely. But in two major respects his aspirations remained ungratified.

His strategic eye had not failed to perceive the key position of Singapore or the vital line of trade and communications which runs through the Mediterranean and Indian Ocean to China and the Antipodes. Singapore, he wrote, will become the Malta of the East. But prior to the 1914–18 War little resemblance was apparent. In 1873 indeed Singapore was described as "defenceless" and though the adjacent islands of Blakang Mati and Pulau Brani were subsequently fortified, the garrison of Singapore in 1914 consisted of no more than the equivalent of two battalions, while from the naval point of view it was no more than a port of call and coaling station.

The emergence of Japan as the third naval power in the world fundamentally altered the strategic situation. Japan had hitherto been an ally, but was known to have wobbled in 1918 and to entertain aspirations which must bring her into conflict with British interests. The protection of the Indian Ocean and of the Antipodes necessitated the presence of a battle-fleet in Eastern waters: a battle-fleet required a naval-base with adequate docking facilities and there existed none such from Malta to Pearl Harbour. So in 1921 the Imperial Conference decided that Singapore should become, as Raffles had foreseen, the Malta of the East. By 1938 a first class naval-base had been constructed with graving and floating docks to accommodate the largest capital ships. An air-base was established, the garrison multiplied and the peaceful commercial city was transformed into a fortress. But Singapore differs from Malta in one essential particular, in that it has an extensive hinterland from which it is separated only by a narrow strait. Lacking naval and air support the fortress succumbed to a Japanese land attack in February, 1942.

For three and a half years Singapore, under the alias of Syonan, remained perforce in the much vaunted Japanese Co-Prosperity Sphere, and learnt that the prosperity, if any, accrued entirely to the Japanese and that co-operation meant in effect the crassest exploitation. On 5th September, 1945, the forces of South East Asia Command under Lord Louis (now Viscount) Mountbatten fresh from their great victories over the Japanese in Burma bloodlessly recovered Singapore, shabby and despoiled, with its people diminished and

starving, but largely intact, no longer to be one of the Straits Settlements but to constitute the separate Colony of Singapore.

One more, the dearest and most delayed, of Raffles' expectations, awaits fulfilment in the near future. "Education," wrote Raffles in 1823, in a minute which should be more famous than Macaulay's "must keep pace with commerce in order that its benefits may be ensured and its evils avoided." He advocated therefore the establishment of "an institution in the nature of a College" with the object of educating the higher classes of the native population and of facilitating research into "the history, condition and resources" of South East Asia. When he left in 1823 the foundation stone of his institution was laid and a liberal endowment provided. But the conception was too lofty for his successors, the endowment was dissipated, and only in 1837 was the institution put to use as a school. For a century education languished and in 1919 the editor of the Straits Times could write of the "deplorable" condition that existed in this respect.

One very important step had been taken in 1905 when a Medical School was established which developed into the King Edward VII College of Medicine. But it was not till 1918 that a committee appointed to make recommendations for the celebration of the centenary of Singapore unanimously reported "that the most suitable memorial is a scheme which will provide for the advancement of the education of the Colony with a view to laying securely the foundations upon which a University may in course of time be established." From this report proceeded Raffles College which was opened in 1928 as a centre for higher education of a university standard. The union of Raffles College and the King Edward VII College of Medicine into a University College is now at hand, and with its development into the University of Malaya that last and most resplendent of Raffles' visions, of Malaya as the cultural centre of South East Asia, will come to pass.

Notes on the History of Christmas Island and of the Cocos or Keeling Islands

Christmas Island.—The first mention of Christmas Island occurs in a map by Pieter Goos, published in Holland in 1666, in which it is called Moni. In subsequent maps this name and that of Christmas Island are applied to it indifferently, but it is not known by whom the island was discovered and named. Dampier landed at the island in 1688, and a description of it is to be found in his "Voyages". The island was formally annexed by H.M.S. "Imperieuse" in June, 1888 and placed under the supervision of the Straits Settlements Government. In 1896 Sir John Murray offered to pay the expenses of an expedition to study the island, of which Mr. C. W. Andrews of the British Museum was the leader. The

expedition reached Christmas Island in July, 1897 and stayed there over ten months, during which time Mr. Andrews and his companions accumulated a valuable series of natural history and geographical specimens which now form a part of the national collections at South Kensington. On his return Mr. Andrews prepared an elaborate monograph embodying the results of the investigations of the party, and this was officially published.

In November, 1888, following upon the annexation of the island, a settlement was established at Flying Fish cove by Mr. G. Clunies Ross of Cocos-Keeling Islands. In 1900 Christmas Island was incorporated with the Settlement of Singapore. In February, 1891 Sir John Murray and Mr. G. Clunies Ross were granted a 99-year lease of the island, and in 1895–96 Mr. Sidney Clunies Ross made explorations in the higher part of it, resulting in the discovery of large deposits of phosphate of lime. Six years later the leaseholders sold out their rights to a Christmas Island Phosphate Company, which pays to the Singapore Government an annual rent and a royalty on all phosphate exported. The island was occupied by the Japanese between 1942 and 1945.

The Cocos or Keeling Islands were discovered in 1609 by Captain Keeling on his voyage from Batavia to the Cape and were declared a British possession in 1857.

In 1878 they were attached to Ceylon and four years later the supervision of the group was handed over to the Straits Settlements Government. Captain John Clunies Ross, a Scot, first settled on the islands in 1827, where members of his family have lived ever since. They were visited in 1836 by Charles Darwin, who during the voyage of the "Beagle" put in and stayed there for some while. It was during this time that he made the observations on which he formed his famous theory of the formation of coral reefs.

In 1886 a perpetual grant of the lands in the islands was made by H.M. Government to George Clunies Ross and his descendants who established coconut plantations in the cultivation of which the entire population is engaged. In 1902 these plantations were struck by a devastating cyclone which uprooted 300,000 trees and this seriously affected the trade of the islands for some years. In 1903 they were incorporated with the Settlement of Singapore. In July, 1942, after the fall of Singapore, powers under the Defence Regulations in respect of these islands were conferred on the Governor of Ceylon. In August, 1944 a Military Administrator was appointed. The Military Administration of the islands was terminated on 3rd April, 1946, and shortly after a Civil Administrator was installed.

THE MUNICIPAL CHAMBER

A member addresses a meeting of the Municipal Commissioners. The Municipal Commissioners consist of a President and twenty-four members all of whom are nominated and represent a diversity of interests in Singapore. The revision of the constitution of this assembly is at present under consideration.

CHAPTER III

ADMINISTRATION

The Government consists of a Governor aided by an Advisory Council.

The Governor is appointed by Commission under the Royal Sign Manual and Signet, during His Majesty's pleasure. His office is constituted and his powers defined by the Singapore Order in Council of 27th March, 1946, and by Instructions passed under the Royal Sign Manual and Signet of the same date.

The constitution of the Advisory Council is not precisely defined by law, but it consisted at the end of 1947, of the Governor as President and of seven official and ten unofficial nominated members. This is a transitional arrangement only, pending the introduction of an Executive Council and Legislative Council, the broad lines of the constitution of which are laid down by the Singapore Order in Council referred to above.

The Executive Council is to consist of such persons as His Majesty shall direct.

The Legislative Council is to consist of the Governor as President, four *ex officio* Members, five Nominated Official Members, and such Nominated Unofficial Members not exceeding four, and such Elected Members not exceeding nine as His Majesty shall direct. The *ex officio* Members will be the Colonial Secretary, the Attorney-General, the Financial Secretary and the President of the Municipal Commissioners. Of the nine elected members, three are to be elected by the three Chambers of Commerce, four from two Municipal electoral districts each returning two members, and two from two Rural electoral areas each returning one member.

There is in the Colony a Supreme Court having unlimited civil and criminal jurisdiction. It is a Court of Record and consists of a High Court, and a Court of Appeal.

The administration of ordinary affairs, subject to the direction of the Governor in matters requiring submission to him, is carried on by the Colonial Secretary. District Officers are stationed in Christmas Island, and in the Cocos or Keeling Islands.

The administration of the town of Singapore is vested in a Municipality whose members are appointed by the Governor, though proposals for their election on a more representative basis are under consideration. The rural areas of Singapore and its adjacent islands are administered by a Rural Board constituted under the Municipal Ordinance, which also prescribes its duties and defines its powers. By the provisions of this Ordinance, the essential and ultimate control over both the Municipal and the Rural Board areas remains vested in the Governor in Council.

CHAPTER IV

WEIGHTS AND MEASURES

The standard measures recognized by the laws of the Colony are as follows:—

(*a*) Standard of Length, the Imperial yard.
(*b*) Standard of Weight, the Imperial pound.
(*c*) Standard of Capacity, the Imperial gallon.

Among the Asiatic commercial and trading classes Chinese steelyards (called "daching") of various sizes are generally employed for weighing purposes.

The following are the principal local measures used with their English equivalents:—

The chupak	equals	1 quart.
The gantang	„	1 gallon.
The tahil	„	1 1/3 ozs.
The kati (16 tahils)	„	1 1/3 lbs.
The pikul (100 katis)	„	133 1/3 lbs.
The koyan (40 pikuls)	„	5,333 1/3 lbs.

CHAPTER V

NEWSPAPERS AND PERIODICALS IN 1947

(*a*) The following Agencies operate in Singapore:—

Reuters
United Press of America
Associated Press of America
Chinese Central News Agency
United Press of India
Free Press of India
Antara News Agency

(*b*) The following Daily Papers are published in Singapore:—

DM	Straits Times	*(English Language)*
DA	Singapore Free Press	*(English Language)*
DA	Malaya Tribune	*(English Language)*
DM	Morning Tribune	*(English Language)*
DM	Indian Daily Mail	*(English Language)*
DM	Indian Chronicle	*(English Language)*
DM	Nanyang Siang Pau	*(Chinese Language)*
DM	Sin Chew Jit Poh	*(Chinese Language)*
DM	Chung Shing Jit Pao	*(Chinese Language)*
DM	Nan Chiau Jit Pau	*(Chinese Language)*
DM	Utusan Melayu	*(Malay)*
DA	Tamil Murasu	*(Tamil)*
DE	Malaya Nanban	*(Tamil)*
DM	Kerala Banhu	*(Malayalam)*

(*c*) The following Sunday Papers are published:—

S	Sunday Times	*(English)*
S	Sunday Tribune	*(English)*
S	Chung Shing Jit Pao	*(Chinese)*
S	Nanyang Siang Pau	*(Chinese)*
S	Sin Chew Jit Poh	*(Chinese)*
S	Nan Chiau Jit Pau	*(Chinese)*
S	Nayiru Murasu	*(Tamil)*
S	Utusan Zaman	*(Malay)*

(*d*) The following Periodicals are published:—

W	Straits Budget	*(English)*
B-W	The Amusements	*(Chinese)*
B-M	Economic Review	*(Chinese)*
M	Eng Teng	*(Chinese)*
W	Fung Sia (Below-the-Wind Weekly)	*(Chinese)*
B-M	Nanyang Miscellany	*(Chinese)*
B-M	Malayan Youth	*(Chinese)*
M	Pena Munai	*(Tamil)*
M	Moestika	*(Malay)*

GLOSSARY

B-M — Bi-Monthly
B-W — Bi-Weekly
DA — Daily-Afternoon
DE — Daily-Evening
DM — Daily-Morning
M — Monthly
S — Sunday
W — Weekly

CHAPTER VI

BIBLIOGRAPHY

SELECTED LIST OF PUBLICATIONS RELATING TO THE COLONY OF SINGAPORE

WHICH ARE AVAILABLE FOR REFERENCE AT RAFFLES LIBRARY

Title	Price	Publishers or Agents for Sale
Dominions Office and Colonial Office List	35*s.*	Waterlow & Sons, Ltd. London.
Blue Book (Straits Settlements)	$6	The Government Printing Office, Singapore.
Annual Departmental Reports (Straits Settlements) ..	$6	The Government Printing Office, Singapore.
Census Report, British Malaya, 1931	$5	The Crown Agents for the Colonies, and the Malayan Information Agency, London.
Malayan Year Book, 1938 ..	$1.50	The Government Printing Office, Singapore.
	3*s.* 6*d.*	The Malay States Agency, London.
Report by the Rt. Hon'ble W. G. A. Ormsby Gore on his visit to Malaya, Ceylon and Java, 1928	4*s.* 6*d.*	H.M. Stationery Office, London.
Economic Conditions in British Malaya to 5th March, 1937. (HARTLAND)	2*s.* 6*d.*	H.M. Stationery Office, London.
A Dictionary of the Economic Products of the Malay Peninsula. (I. H. BURKILL). 2 Vols.	30*s.*	The Crown Agents for the Colonies.
The Malayan Agricultural Journal	50*c.*	Dept. of Agriculture, Kuala Lumpur.
The Geology of Malaya, 1931. (J. B. SCRIVENOR) ..	16*s.*	Macmillan & Co., Ltd., London.
The Flora of the Malay Peninsula, 1925. 5 Vols. (H. N. RIDLEY)	£11. 11*s.* 0*d.*	L. Reeve & Co., London.
Malay Fishes, 1921. (C. N. MAXWELL)	$1	Raffles Museum, Singapore, and Kelly and Walsh, Ltd., Singapore.
Oxford Survey of the British Empire, 1924. Vol. 2 (Editors A. J. HERBERTSON and O. J. R. HOWARTH)	15*s.*	Oxford University Press, London.
One Hundred Years of Singapore, 1921. 2 Vols. (General Editors W. MAKEPEACE, G. E. BROOKE and R. ST. J. BRADDELL) .	out of print	John Murray, London.

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SELECTED LIST OF PUBLICATIONS RELATING TO THE COLONY OF SINGAPORE

WHICH ARE AVAILABLE FOR REFERENCE AT RAFFLES LIBRARY—*contd.*

Title	Price	Publishers or Agents for Sale
One Hundred Years of the Chinese in Singapore, 1923. (Sir ONG SIANG SONG)	30*s.*	John Murray, London.
Handbook to British Malaya, 1935. (R. L. GERMAN)	2*s.* 6*d.*	J. M. Dent & Sons, Ltd., London.
Historical Geography of British Dominions. Vol. I. (C. P. LUCAS)	not sold separately	Oxford University Press, London.
A History of Malaya. (Sir RICHARD WINSTEDT) ..	$8.50	The Malayan Branch, Royal Asiatic Society, Singapore, and Luzac & Co., London.
British Malaya, 1824–1867, 1925. (L. A. MILLS)	$5	The Malayan Branch, Royal Asiatic Society, Singapore, and Luzac & Co., London.
British Malaya, 1929. (Sir F. A. SWETTENHAM)	12*s.* 6*d.*	J. Lane, London.
Malaya. The Straits Settlements, the Federated and Unfederated Malay States, 1923. (Sir RICHARD WINSTEDT) ..	12*s.* 6*d*	Constable & Co., London.
Report of the Wild Life Commission of Malaya, 1932. 3 Vols.	$12	The Government Printing Office, Singapore.
Report of Sir Samuel Wilson's visit to Malaya, 1932 ..	50*c.*	H.M. Stationery Office, London
Report of the Commission appointed by His Excellency the Governor of the Straits Settlements to enquire into and report on the Trade of the Colony, 1933–1934. Vol. I	$5	The Government Printing Office, Singapore.
Report of the Commission appointed by His Excellency the Governor of the Straits Settlements to enquire into and report on the Trade of the Colony. 1933–1934. Vol. IV (Appendices)	$10	The Government Printing Office, Singapore.
An Anecdotal History of Old Times in Singapore, 1902. (C. B. BUCKLEY)	out of print	Fraser & Neave, Singapore.
Raffles of Singapore, 1946 (R. COUPLAND)	$2	Collins, London.
Malaya: Outline of a Colony, 1946 (VICTOR PURCELL) ..	6*s.*	Thomas Nelson & Sons, London.

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Title	Price	Publishers or Agents for Sale
Malaysia. A Study in Direct and Indirect Rule, 1937 (RUPERT EMERSON)	$15	The Macmillan Co., New York.
Report on Higher Education in Malaya, 1939 (MCLEAN and CHANNON)	2*s.* 6*d.*	H.M. Stationery, London.
Malayan Statistics (Monthly from September, 1946)	$3	The Government Printing Office, Singapore.
The Life of Sir Stamford Raffles, 1897. (DEMETRIUS C. BOULGER)	$40	Horace Marshall, London.
The Lights of Singapore, 1934. (ROLAND ST. J. BRADDELL) ..	$4.50	Methuen, London.
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A list of the Fishes known from Malaya, 1938. (HENRY W. FOWLER)	$5	Government Printing Office, Singapore.
An Outline of Malayan Agriculture, 1936. (W. P. GRIST) ..	$3	Department of Agriculture, Kuala Lumpur.
Easy Malay Vocabulary, 1936. (A. W. HAMILTON) ..	$3	Kelly & Walsh, Singapore.
Cavalcade of Rubber, 1936. (M. J. KENNAWAY) ..	$1	Kelly & Walsh, Singapore.
Singapore 1819–1930. (F. M. LUSCOMBE)	$1	C. A. Ribeiro, Singapore.
The Malay Language and How to Learn it, 1932. (C. N. MAXWELL)	$2	Kyle Palmer, Kuala Lumpur.
Political and Statistical accounts of the British Settlements in the Straits of Malacca. *viz.* Penang, Malacca and Singapore; with a history of the Malayan States on the Peninsula of Malacca, 1839. (T. J. NEWBOLD)	out of print	Murray, London.
Malay Fishermen. (RAYMOND FIRTH)	25*s.*	Kegan Paul.
Singapore Religions. A summary of great oriental faiths, 1927. (Rev. E. G. SEMPLE) ..	$2	M.P.H., Singapore.

RICKSHAWS

This photograph is of historic interest, as rickshaws were abolished from the streets of Singapore on 1st April, 1947. Many of the "pullers" were repatriated to China.

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